REPORT ON
NATIVE PARTICIPATION IN MINING

PHASE II

IT CAN BE DONE

prepared by the

Sub-committee of the
Intergovernmental Working Group
on the Mineral Industry

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IGWG ON THE MINERAL INDUSTRY
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Peut être aussi obtenue en français.

EXECUTIVE SUMMARY

This project, Native Participation in Mining, was initiated at the request of federal/provincial/territorial Mines Ministers at their annual meeting in August 1989. The Mines Ministers have a working group that analyzes issues and reports back each year. This group, the Intergovernmental Working Group on the Mineral Industry, formed a Sub-committee to study the nature of Native participation in mining.

Most of the provinces/territories and the federal government actively participate in the Sub-committee.

The Sub-committee's objectives, are:

- to document best practices, with a realistic view to the incidence of the cost and benefits of each and to identify new ways of matching Native lifestyles with the mineral industry employment opportunities

- to identify the concrete steps which governments, mining companies, Native groups and individuals can take to substantially boost Native participation in mining

- to examine what, if any, incentives could be identified and what legal and structural barriers to development could be removed, in order to speed progress toward the goal of increased Native participation in mining.

In its first year of operation the Sub-committee members documented "best cases", looked at demographic information, prepared a bibliography and outlined government policies and programs. The results of this work were released in the Phase I Report in February, 1991.

In preparing the Phase II Report, the Sub-committee undertook widespread consultations with mining and Aboriginal associations. As a result, two major initiatives were pursued and included in the Phase II Report.

1) An extensive survey, through the use of questionnaires, of the mining companies and Aboriginal reserves/communities was undertaken in each participating province and territory.
2) A number of practical items for the use of the mining industry in their efforts to increase the level of Aboriginal participation in mining were produced. These are included in the appendices.

In addition, effort has been made to show the endeavours of different groups (provinces, mining associations, tribal councils) to increase the level of participation of Aboriginal people in this industry.

The Phase II Report, **IT CAN BE DONE**, includes:

- A summary report
- Appendices:
  - a selective annotated bibliography
  - a series of maps showing the relationship between mines and Aboriginal reserves/communities
  - a checklist to assist mineral companies operating on or near Aboriginal lands
  - a summary of socio-economic agreements
  - five case studies documenting examples of programs/policies designed to improve the well-being of Aboriginal peoples
  - initiatives undertaken by mineral associations to increase Aboriginal participation in mining
  - a summary of the results of the questionnaires
  - an analysis of the results of the questionnaires

Although this is a very complex subject, the following primary observations are noted.

> Under the right circumstances (especially fly-in/fly-out operations) mining companies have been able to achieve quite high levels of Aboriginal participation and involvement. The main factor influencing the level of Aboriginal participation is the work rotation (x weeks in/x weeks out) that has been developed at fly-in/fly-out operations. This rotation allows Aboriginal employees to work inside the wage economy and to also practice their more traditional pursuits (hunting, fishing, trapping, etc.).
>
> Companies with socio-economic agreements generally have achieved both a higher level of Aboriginal participation at their minesite and a greater understanding of their operations by the local peoples.
>
> Communication between the mining company and the local communities/reserves is of great importance. However, no matter how well a company believes it is communicating, the communities/reserves invariably feel that they could be doing a better job.
>
> Many Aboriginal people would prefer to participate in the industry by providing services through their own businesses.

At the 1991 Mines Ministers annual meeting, the Sub-committee was directed to continue the project for a third year. During this period, the Sub-committee plans to expand the survey to include exploration companies, produce a number of brochures based on results to date, and develop further case studies.

TABLE OF CONTENTS

Executive Summary

1. Introduction 1

2. Report Summary 2

2.1. Selective Annotated Bibliography. 2
2.2. Maps - Aboriginal Communities/Reserves in Relation to Operating Mines 3
2.3. Checklist to Assist Mineral Companies Operating On or Near Aboriginal Lands 4
2.4. Summary of Socio-economic Agreements. 5
2.5. Case Studies. 6
2.6. Mineral Associations' Involvement with Aboriginal People 6
2.7. Summary of Responses to Questionnaires on Aboriginal Participation in Mining 7
2.8. Analysis of Responses to Questionnaires on Aboriginal Participation in Mining 7

APPENDIX A: Selective Annotated Bibliography. 9

APPENDIX B: Maps - Aboriginal Communities/Reserves in Relation to Operating Mines. 19
Addendum A: Sources of Data Used For Maps. 33

APPENDIX C: Checklist to Assist Mineral Companies Operating On or Near Aboriginal Lands . . . 35
Addendum A: Sources of Information Concerning Aboriginal People 41
Addendum B: Native/Northern Publications Suitable for Employment Advertisement. 43

APPENDIX D: Summary of Socio-economic Agreements. . . . 49
Addendum A: Provincial Specifications as Determined from Available Agreements 61

APPENDIX E: Case Studies. 63

APPENDIX F: Mineral Associations' Involvement with Aboriginal People 89

APPENDIX G: Summary of Responses to Questionnaires on Aboriginal Participation in Mining . . . 95
Addendum A: Mining Company Survey 115
Addendum B: Aboriginal Community/Reserve Survey 123

APPENDIX H: Analysis of Responses to Questionnaires on Aboriginal Participation in Mining . . . 133

1. INTRODUCTION

In August 1989, the Intergovernmental Working Group on the Mining Industry (IGWG) formed a Sub-committee to study the nature of Native participation in the mining industry in Canada.[1]

The Sub-committee objectives were defined as follows:

1. Taking due account of regional differences and the demands of the different kinds of mine developments, to document "best practices", with a realistic view to the incidence of the costs and benefits of each. Also, to identify new ways of matching Native lifestyles with mineral industry employment opportunities.
2. To identify the concrete steps which governments, mining companies, Native groups and individuals can take to substantially boost Native participation in mining.
3. To examine what, if any, incentives could be identified and what legal and structural barriers to development could be removed, in order to speed progress toward the goal of increased Native participation in mining.

Native participation was defined broadly to include employment, provision of services by Natives or non-Native owned companies, financial involvement, and input into mine development and regulatory review process.

At the beginning of its operation, the Sub-committee identified a number of tasks to be completed, over at least a two year period, in order for it to meet the defined objectives. These tasks included:

- documentation of best case histories involving the participation of Natives in the Canadian mining industry
- compilation of a selective annotated bibliography
- documentation of existing government practices, procedures, and policies which enhance Native participation in the mining industry
- documentation of the mining/Native demographic relationship
- examining possible incentives that could be used to meet the goal of further Native participation in mining

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[1] For the purposes of this study, "Native" includes the following Aboriginal populations: Status and Non-status Indians, Metis and Inuit. The terms Native and Aboriginal are both used in the report. The mining industry covers all phases including exploration, pre-construction, construction, mine/mill operation, smelting and refining, maintenance and mine reclamation.

- identification of the barriers to Native participation
- identification of the ways in which the traditional Native lifestyle can be integrated with the wage-based economy
- listing ways that governments, companies, Native groups and individuals can or may take to boost Native participation in mining.

During its first year the Sub-committee, chaired by British Columbia and co-chaired by the federal Department of Indian Affairs and Northern Development (DIAND), examined the relationship between Canada's Aboriginal people and the mining industry and dealt with the first four of the identified tasks.

In February 1991, following consultations with three national Aboriginal organizations (Assembly of First Nations, Inuit Tapirisat of Canada, and the Native Council of Canada) and two mining associations (Mining Association of Canada, and the Prospectors and Developers Association of Canada) the Sub-committee released the Phase I Report.

During its second year, the Sub-committee was chaired by Saskatchewan and again co-chaired by DIAND. Alberta, British Columbia, Manitoba, New Brunswick, Northwest Territories, Ontario and Yukon participated as members.

After reviewing the first year of its operation, the Sub-committee agreed that the second year would be best spent by building upon the information bank that had already been started and by engaging in meaningful consultation, through the use of widespread surveys, with both the mining industry and the Aboriginal people. This approach would enable it to undertake a number of the remaining identified tasks and also to identify as fully as possible both the costs and benefits, to all involved, of Native participation in this industry.

It was also felt that greatest benefit to the mining industry would be through the provision of a number of reference tools which would enable it to learn more about Aboriginal people and which would facilitate contacts between the two groups.

2. REPORT SUMMARY

The main body of this report provides a summary of each task undertaken by the Sub-committee. A more detailed presentation is found in the Appendices.

2.1 Selective Annotated Bibliography

The selective annotated bibliography represents a continuation of the work that was begun during Phase I of the project. As with the original bibliography, a variety of sources were used with special emphasis on the libraries at the national headquarters of the three major Aboriginal organizations (Assembly of First Nations, Inuit Tapirisat of Canada, and the Native Council of Canada).

The bibliography contains a number of entries covering six separate fields. Although most of the reviewed works cover different aspects of the relationship between mining and Aboriginal peoples, an attempt was made to expand and include general works on mining and on experiences in other industries and countries.

Four entries are included in the section on General Works. Two cover the socio-economic impacts of northern resource projects and two are the proceedings of different seminars on employee relations in mining and on Native participation in mining.

One entry is included in the Employment and Training section. This study looks at the effects of rotational employment in the northern petroleum industry on one Inuit community.

The Business Opportunities and Investment sections contain a number of studies, reports and articles which look at different aspects of the entrepreneurial opportunities in resource industries available to, and taken by Aboriginal people in Canada and the United States.

A section entitled Other Bibliographies contains one entry on labour, employment and training in Canada's north and represents an important source document for those interested in this topic.

The final section in this bibliography, Single-Industry Communities contains one entry which examines this issue in British Columbia.

The Sub-committee will continue to update all sections of the bibliographic listing.

2.2 Maps - Aboriginal Communities/Reserves in Relation to Operating Mines

One of the original premises under which this study was begun in 1989, was that almost one-half of the Aboriginal people in Canada live in rural areas, most of which could be described as remote or isolated. The premise continued that it was in these areas where most of the country's mineral developments were found. The maps in this section graphically demonstrate the spatial relationship between Aboriginal communities/reserves and operating mines (p. 19).

There are a total of 2,248 Indian Reserves in the country. Of these 1,478 or 66% are unpopulated. The maps also locate communities that have been identified by Statistics Canada and/or the Department of Indian Affairs and Northern Development as being Aboriginal.[2]

The first map of this series shows the location of all unpopulated Indian Reserves. Because of the large number of unpopulated Indian Reserves located in British Columbia, a separate map has been included. The other maps show, on a provincial or regional basis, the location of both operating mines and populated Aboriginal communities/reserves.

Providing a graphic demonstration of the spatial relationship between operating mines and the Aboriginal population, the maps allow the mineral industry companies to identify the location of Aboriginal communities or reserves. The unpopulated reserves have been included in order to remind companies that caution may be needed when entering an otherwise seemingly unused area.

As indicated in Addendum A of Appendix B (p. 33), the data system from which the mining aspect of these maps was created includes a great deal of other valuable information.

This is a new data system and the Sub-committee is aware that some individual communities may be missing. However, work will be continuing to upgrade the data bank for the maps.

2.3 Checklist to Assist Mineral Companies Operating On or Near Aboriginal Lands

Many mining companies are interested in developing good contacts with Aboriginal peoples in the areas in which they operate. However, many companies are not well enough informed on the Aboriginal community to be certain of how they should initiate contact. In addition, the companies are not sure of what they have to know or what they should tell the people. With this in mind, a checklist was developed to incorporate as many of their questions as possible.

It is felt that if a company follows the instructions provided in the checklist, completes as many of the questions as possible, builds upon them and continues effective communication as the project proceeds, contact between the company and the local community will be positive.

Also included as part of the checklist are two separate lists. The first covers Aboriginal and governmental organizations, with telephone numbers, that companies seeking further information may contact (p. 41). The second lists Native and other newspapers that a company may use to impart information about their project to local Aboriginal people (p. 43). This second list may also be used by companies that wish to advertise job openings directly to the Aboriginal communities.

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[2] Definitions used in the development of these maps are found as Addendum A of Appendix B (p. 33).

2.4 Summary of Socio-economic Agreements

One of the more common instruments used by governments, mining companies and Aboriginal communities to ensure that proposed mineral projects provide maximum benefits to the local population, is the socio-economic agreement.

The reasons that a company enters into a socio-economic agreement may vary. Some do so on a strictly voluntary basis (i.e. because the company is convinced that this is the best policy), whereas others enter into an agreement because it is a government requirement.

As with other aspects of the relationship between the mineral industry and Aboriginal people, many companies are unsure of how to develop an agreement or what should go into one. In some instances companies have contacted a government office seeking guidance with respect to the development of a socio-economic agreement. When this has happened, the government office has generally referred to past agreements and suggested that the company consider the various clauses found in them.

In order to assist those who may be involved in the development of socio-economic agreements in the future, a consolidation of existing agreements has been developed. The summary, found in Appendix D (p. 49), is designed to be nothing more than a guide. There are many sections in the summary that are common to most of those that were analyzed and there are sections which may be found in only one or two of the agreements. It is highly unlikely that any single socio-economic agreement would contain all of the sections found in this summary as each agreement will be tailored to suit the particular situation.

Individual jurisdictions have different requirements regarding the necessity for, and use of, socio-economic agreements. In order to assist those seeking more information on the requirements, they have been summarized in Addendum A (p. 61). For more specific information, the various mining departments should be contacted.

2.5 Case Studies

The Phase I Report presented a number of case studies of mining companies that had, over the years, developed a reputation as being particularly strong in their relationship with the Aboriginal people. The five case studies in this report cover a number of different examples of programs/policies designed to improve the well-being of Aboriginal peoples.

The first case study outlines the recent initiative undertaken by the Tahltan Tribal Council of northwestern British Columbia to develop their own mining training centre (p. 65). It is the desire of the Tahltan people to benefit as fully as possible from mining developments in their traditional homeland and to participate in the developments. The training centre is their response to the potential that mining offers them.

One case study outlines the broad range of innovative mining training programs that have been developed in the past few years in Saskatchewan (p. 71). Some of the programs were developed by governments but others are company initiatives. There is a recognition that not all training programs work in all cases.

One of the case studies outlines the training program that was developed in Manitoba as part of the huge Limestone Hydro Project on the Nelson River (p. 77). It is noted that, as a result of the training program, the northern labour force (primarily Aboriginal) changed from having virtually no skilled tradespersons in 1984 to having over 1000 persons registered in apprenticable trades by 1990. A second case study from Manitoba provides information on the Canada-Manitoba Northern Development Agreement (1982-1989) which was designed to further the economic well-being of those people (especially Natives) who resided in the northern section of the province (p. 81).

The last case study outlines recent initiatives in northern Ontario designed to assist the Aboriginal people achieve Self-Government (p. 83). The effect of recent developments in Ontario (and especially the 1990 Interim Measures Agreement signed between the Governments of Ontario and Canada and the Nishnawbe-Aski Nation (NAN)) on the provincial minerals industry are highlighted.

2.6 Mineral Associations' Involvement with Aboriginal People

The many organizations dedicated to promoting the mineral industry in Canada were asked to provide information on any on-going initiatives designed to increase Aboriginal peoples knowledge of, or participation in, mining. This list may not capture all initiatives but it does provide concrete examples of what can be done. The intent also is to provide contact points for those interested in obtaining further information.

2.7 Summary of Responses to Questionnaires on Aboriginal Participation in Mining

Questionnaires were distributed to selected mining companies and Aboriginal communities and reserves in participating jurisdictions across the country. The objective of the survey was to ascertain both the reality and the perception of the costs, benefits, barriers and opportunities related to all aspects of Native participation in mining. The results of the completed surveys (from 28 mining companies and 20 Aboriginal communities and reserves) are summarized in Appendix G (p. 95).

The summary provides the substance of the data and comments that were provided by the respondents.

2.8 Analysis of Responses to Questionnaires on Aboriginal Participation in Mining

It can be done! That is the main message gleaned from the completed surveys. Aboriginal people can make an economic contribution to mines and other mining operations and the employment and business opportunities afforded to Aboriginal communities and reserves by mines can be substantial.

However, the survey results do not say that all mines that are located in areas of high Aboriginal population concentrations can automatically attain a high rate of Aboriginal employment. The results indicate that, due to a blend of social and economic factors, it is a much more likely that the degree of participation of Aboriginal peoples will be higher at fly-in/fly-out operations than at townsite operations.

In particular, the work-rotation at fly-in/fly-out operations is more compatible with traditional Aboriginal lifestyles. The location of Aboriginal communities - closer to remote operations than southern pick-up points - also reduces transportation costs for the operator. The results also indicate that all operations can probably do better especially in the area of communications.

APPENDIX A

SELECTIVE
ANNOTATED
BIBLIOGRAPHY

APPENDIX A

SELECTIVE ANNOTATED BIBLIOGRAPHY

1. GENERAL WORKS

Baffin Region Inuit Association. Executive Summary Socio-Economic Impacts of the Nanisivik Mine on North Baffin Region Communities. Ottawa: Indian and Northern Affairs Canada, 1980.

An executive summary of the results of a study which evaluated the Nanisivik mine in terms of the effectiveness of its Native employment program and the impacts of mine employment on Inuit workers, their families and communities. The study was conducted by Dr. Charles Hobart. The summary is organized into brief sections covering: the purpose of the study; the Nanisivik mine operation; the sources of data analyzed; the Inuit interviews; the limitations of the study; the profile of the Inuit work-force; the Inuit workers' employment record; the wage income from the mine employment; effects perceived by the Inuit on their communities; reactions of workers, wives and children to the employment experience; effects on more traditional sources of livelihood; and the study's conclusions and recommendations.

Canada. Department of Indian and Northern Affairs. Native Participation in Mining. Proceedings of the Seminar on Native Participation in Mining, Yellowknife, March 18-19,1987. Yellowknife: 1987.

The seminar objective was to provide a forum for a discussion of the basic features of mineral exploration and development in the western NWT between representatives of Native organizations, the mining industry and the federal and territorial governments. This was intended to create a greater awareness in the mining industry of the interests of Native corporations in mining and provide Native organizations with a better appreciation of how to pursue their interests.

Complete transcripts are included of the papers, and ensuing discussions, presented at the seminar sessions which addressed the topics of: Mining in Canada and the NWT; Exploration and Development; The Economics of Development; Opportunities (Business and Employment); Government Support; Native Involvement; and Conclusions. Appendices contain a detailed agenda and a list of participants.

Dome Petroleum Limited, Esso Resources Canada Limited, and Gulf Canada Resources Inc. Environmental Impact Statement for Hydrocarbon Development in the Beaufort Sea-Mackenzie Delta Region, Volume 5: Socio-Economic Effects. 1982.

This report was a joint product of the three principal explorers for oil and gas in the Beaufort Sea region (Dome, Esso, and Gulf). Topics covered include the background of the Beaufort region; the types of communities in the region (traditional, transitional, and modern frontier); the traditional economy of the region; possible scenarios for the region with and without hydrocarbon development; effects of hydrocarbon development (increases in capital and human resources, growth of business, transportation needs, community problems, conflicts with Native harvesting, and government responsibilities); policies for development (current policies, long-term community and resource development, land use planning); Northern supply regions (Yukon, Great Slave Lake communities, Central Arctic, Eastern Arctic, and Keewatin); Inland Corridor communities; Parry Channel communities; Baffin Bay-Davis Strait Communities; and Alaska. A fundamental theme of the report is the development of oil and gas resources of the Beaufort Sea "without significantly affecting the lifestyle of northern peoples or the environment on which these peoples depend." References and appendices are included.

Wojciechowski, M.J., ed. Employee Relations Initiatives in Canadian Mining. Proceedings of the Fourth CRS Policy Discussion Seminar. Kingston: Centre for Resource Studies, 1979.

The seminar focused on: important factors in employee recruitment and retention; community types and lifestyles preferred by employees; what types of employees are required; and, how employees are best motivated and provided with a feeling of being a stakeholder in the firm and the mining community.

Proceedings include the papers presented as well as a digest of participants' discussions on initiatives already taken to deal with the areas of concern and new initiatives which would improve employee relations in Canadian mining. Appendices provide a list of participants, the seminar program and profiles of the authors.

2. EMPLOYMENT AND TRAINING

Hobart, Walsh And Associate Consultants Ltd. Rotation Employment of Coppermine Inuit Men: Community Perspectives and Effects. For Esso Resources Canada Limited, Aquitaine Co. of Canada Ltd. and Canada Cities Services Ltd. Edmonton: May, 1978.

This report presents the results of a study of the effects of employment with Gulf Oil Canada on Coppermine, a predominantly Inuit settlement of about 800 people located on the Arctic coast, 600 kilometres north of Yellowknife. During the winters of 1972-73 through 1976-77, Gulf employed between 54 and 90 men from Coppermine in its oil exploration activity in the Mackenzie Delta. The emphasis in the study is on the assessment of the broad and long-term consequences on the community and its residents of these high-employment years.

The report chapter headings are: Executive Summary; Purpose and Methodology; Background: The Geographical and Historical Setting and the Origins of the Gulf Employment; Community Perceptions of the Employment Program; Effects of the Employment on Traditional Sources of Livelihood in Coppermine; Social Costs of the Rotation Employment; The Reactions of the Gulf Workers and Their Wives; Lessons of the Employment Experience: The Mature Respondents; and, Lessons of the Employment Experience: The Young People. References are included.

3. BUSINESS OPPORTUNITIES

Bankes, Nigel. Resource-leasing Options and the Settlement of Aboriginal Claims. Canadian Arctic Resources Committee, 1983.

This study explores the issue of land claim settlements, particularly in Canada's North, as they relate to resource development. The study's four main purposes are: to examine some of the aspects of title to land and resources that may be negotiable as part of the settlement of land claims; to indicate some of the more innovative arrangements that have been established by Aboriginal groups and resource companies elsewhere in the world; to present an overview of resource-leasing options that would be available to Aboriginal groups should they decide to permit development of lands transferred to them as a result of the settlement of Aboriginal claims; and, to indicate matters that still may be negotiable on the basis of proprietary right, even if the Aboriginal group has no right to veto resource or other development.

The study is divided into five parts. Part I, "Native Rights", explains the nature of proprietary and legislative rights, and describes the land claims in Canada's North, and the federal response to the claims, as of 1983.

Part II, "Resource Agreements in the Third World", covers three types of resource agreements reached between multinational corporations and developing countries (concessions, joint ventures, and service and production-sharing contracts), and the possible application of each type to the situation in Canada.

Part III, "Mineral Leasing Policies on Native Lands", contains three chapters: "The United States--The Lower 48: Parallels for the Canadian North" (including examples of negotiated leases such as the Navajo-Exxon uranium lease), "Non-renewable Resource Development on Canadian Indian Lands within the Provinces", and "Native Economic Benefits from Resource Developments without Proprietary Rights" (including examples of employment agreements and equity participation).

Part IV, "Three Modern Settlements: Northern Territory (Australia), Alaska (U.S.A), and James Bay (Quebec)", presents 3 case studies: Australian uranium mining and the Aboriginal Land Rights (Northern Territory) Act of 1976; the Alaska Native Claims Settlement Act of 1971 and the North Slope Borough; and the James Bay and Northern Quebec Agreement of 1975.

Part V contains the author's conclusion, a glossary, a selection of laws and regulations adopted pursuant to the James Bay and Northern Quebec Agreement, and a bibliography.

Canada Employment and Immigration Advisory Council. Innovative approaches to enterprise development: a lever for employment growth. Interim report presented to the Minister of Employment and Immigration, May, 1988.

This report, part of a larger study on full employment, focuses on the role of enterprise in job creation and discusses some original approaches to the stimulation of enterprise activity. Locally-created economic development projects are recommended as a viable solution to declining employment in large- and medium-sized firms, and the federal government is encouraged to support communities and individuals toward that end.

The topics covered include: the impact of economic restructuring on employment (e.g., growth in particular sectors and occupational trends 1978-1986); prospects for future employment growth; obstacles to enterprise establishment (lack of management skills, scarcity of appropriate financing, marketing know-how, changing technology, total tax burden, government regulation, shortage of qualified labour, and recruitment and retention of staff); innovative approaches to enterprise development; and, conclusions and recommendations.

Appendices I-III provide examples of programs and initiatives from across Canada which support enterprise development, as well as a number of programs aimed at particular target groups; a list of organizations and individuals consulted; and a list of conferences and forums attended. Appendix IV consists of a bibliography, and Appendix V of a list of periodical articles.

Inuit Tapirisat of Canada. Working Group on Inuit Participation in the Canadian Aboriginal Economic Development Strategy: Final Report. March, 1990.

This report was produced by a working group comprised of representatives from each of the six Inuit regions: Inuit Tapirisat of Canada (ITC); Pauktuutit Inuit Women's Association; Atii Training Inc.; Arctic Co-operatives Ltd.; and the federal departments of Indian Affairs and Northern Development, Employment and Immigration Canada, and Industry, Science and Technology. It presents a plan for developing and implementing three main types of economic services in Inuit communities: business development services for Inuit individuals and organizations; human resource development services to assist with training; and, financial services, both personal and commercial.

The goal of Inuit Community Economic Development Services (ICEDS) is to assist Inuit communities with mobilization of human resources and progression towards economic self-reliance and self-sufficiency. The needed services will be delivered by regional Community Economic Development Organizations (CEDO) that take into account each region's particular needs and have the flexibility to compensate for varying existing deficiencies in organizational infrastructure. As well, the ITC will establish a national subsidiary to support and co-ordinate the CEDOs, focusing on issues common to all regions, and efficient sharing of resources. Community consultation is emphasized as part of the process of refining the strategy, in order to maintain information flow about current levels of community development, available resources, and the needs of women in economic development.

The report includes a description of current Inuit organizational infrastructure at the national and regional levels, a plan to integrate the Inuit Community Economic Development Program with existing government services, and detailed operational budgets for year one. Appendices include the working group's draft action plan (January 1990) and an implementation schedule for year one of ICEDS.

4. INVESTMENT

Cohen, Daniel. "Tribal Enterprise", Atlantic, Vol. 264 No. 4, October 1989.

This article describes several successful entrepreneurial ventures (e.g., factories, joint ventures, on- and off-reserve investment, small businesses) undertaken by American Indian tribal councils, as well as some of the existing obstacles to such development. Beginning with a discussion of the highly profitable sale of a cement plant by the Passamaquoddy Indians of Maine in 1988, Cohen briefly reviews the role of the Bureau of Indian Affairs in the economic development of American reservations, and describes the current situation under the Bush administration. Both large-scale corporate projects and small business development (such as is supported by The Seventh Generation Fund, a California-based foundation) are described as possible approaches to future development on reservations. Two obstacles to Indian entrepreneurship are emphasized: dissension within tribes, and uncertain federal policies.

5. OTHER BIBLIOGRAPHIES

de la Barre, Kenneth et al. A Bibliography on Labour, Employment and Training in the Canadian North: Some Important Issues. Prepared under the auspices of the Committee On Northern Population Research. ASTIS Occasional Publication No.8, May 1983.

This bibliography focuses on population-related material concerned primarily with labour, employment and training issues in the Canadian North, with limited references to Alaska and other areas. The subject matter covers a wide range of scientific disciplines and reflects the extensive literature that describes the economic impacts of large energy and mineral extraction projects, particularly as they affect the training and employment of northerners. Subject matter spans the period from 1970 and earlier to 1983. The literature covered includes material published in English, French and Inuktitut.

6. SINGLE-INDUSTRY COMMUNITIES

Porteous, J. Douglas. "Single Enterprise Communities" British Columbia: Its Resources and People. Western Geographical Series Volume 22, Charles N. Forward, ed. Department of Geography, University of Victoria, 1987.

This paper describes the social and geographical characteristics of British Columbia's single enterprise communities, and provides a theoretical model for the effective regional planning of future communities in isolated areas. A concise history of the development of company towns is followed by a discussion of the location, population age-sex structure, amenities and various inadequacies of company towns as perceived by the residents of these communities. A similar discussion of instant towns is also presented. Porteous' model for regional planning consists of central cities with a number of zones surrounding them, the outermost zones overlapping. Each zone is measured by the commuting time needed to reach the central city, and a variety of community types for each zone is recommended. Flexibility of planning, depending upon geographical and social considerations, is emphasized as a key factor in the success of such communities. A bibliography is included.

APPENDIX B

MAPS

ABORIGINAL COMMUNITIES/RESERVES IN RELATION TO OPERATING MINES

APPENDIX B

MAPS
ABORIGINAL COMMUNITIES/RESERVES IN RELATION TO OPERATING MINES

1. INTRODUCTION

The maps found in this section have been prepared in order to show the spatial relationship between operating mines in Canada and centres of Aboriginal populations namely Indian Reserves and other settlements identified, based upon population, as being Aboriginal communities[3].

Three main uses for the maps found in this section have been identified:

i. To show mining companies that are unfamiliar with an area approximately where nearby reserves are located
ii. To inform mining companies of the possibility that there may be unpopulated Indian Reserve(s) located in an area that they are interested in, and
iii. To identify, by population size, sources of potential employees.

Further information on the communities/reserves located on the following maps may be obtained through contacting the organizations listed in Addendum A to Appendix C (p. 41) of this report.

2. OPERATING MINES

The seven maps showing populated Indian Reserves and Aboriginal Communities also contain the location of a total of 175 operating mines. The mines, found in all regions of Canada, include those producing precious metals, base metals, uranium, potash and coal.

3. INDIAN RESERVES AND ABORIGINAL COMMUNITIES

There are a total of 2,248 Indian Reserves in the country. These Indian Reserves, approximately 66% of which are unpopulated, are located across the country with particularly large concentrations (especially of unpopulated ones) in British Columbia. Many of the reserves are located in remote areas. In addition, Statistics Canada and the federal Department of Indian Affairs and Northern Development have identified a large number of other communities, many in northern areas, as Aboriginal communities.

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[3] The definitions for Aboriginal communities used in this report are found in Addendum A of this section (p. 33).

The unpopulated Indian Reserves have been separated into two maps; one showing all of Canada and a second showing the location of the many unpopulated reserves in British Columbia.

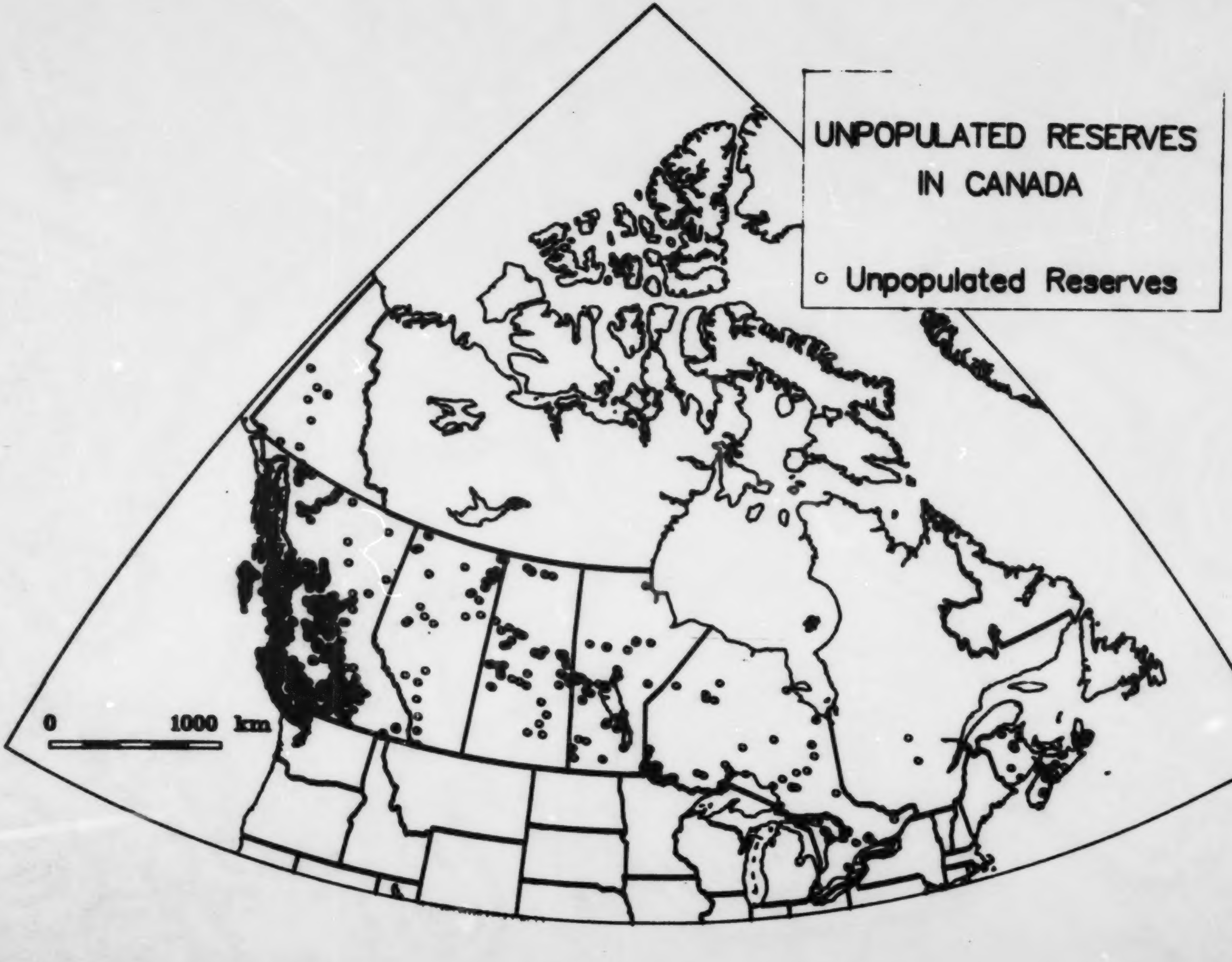
The populated Indian Reserves and Aboriginal communities are shown on seven maps covering different provinces and regions of the country.

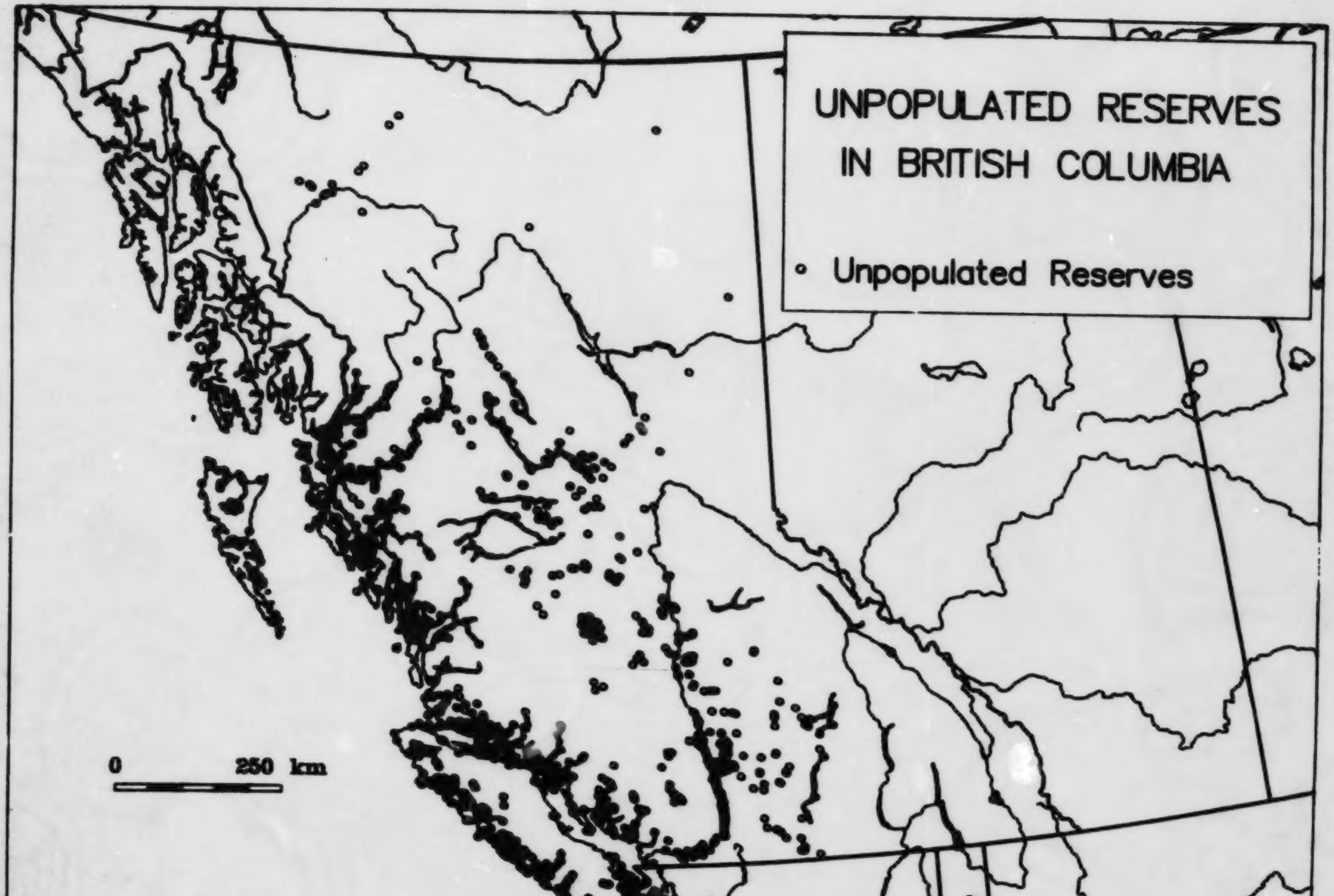
4. DATA USED

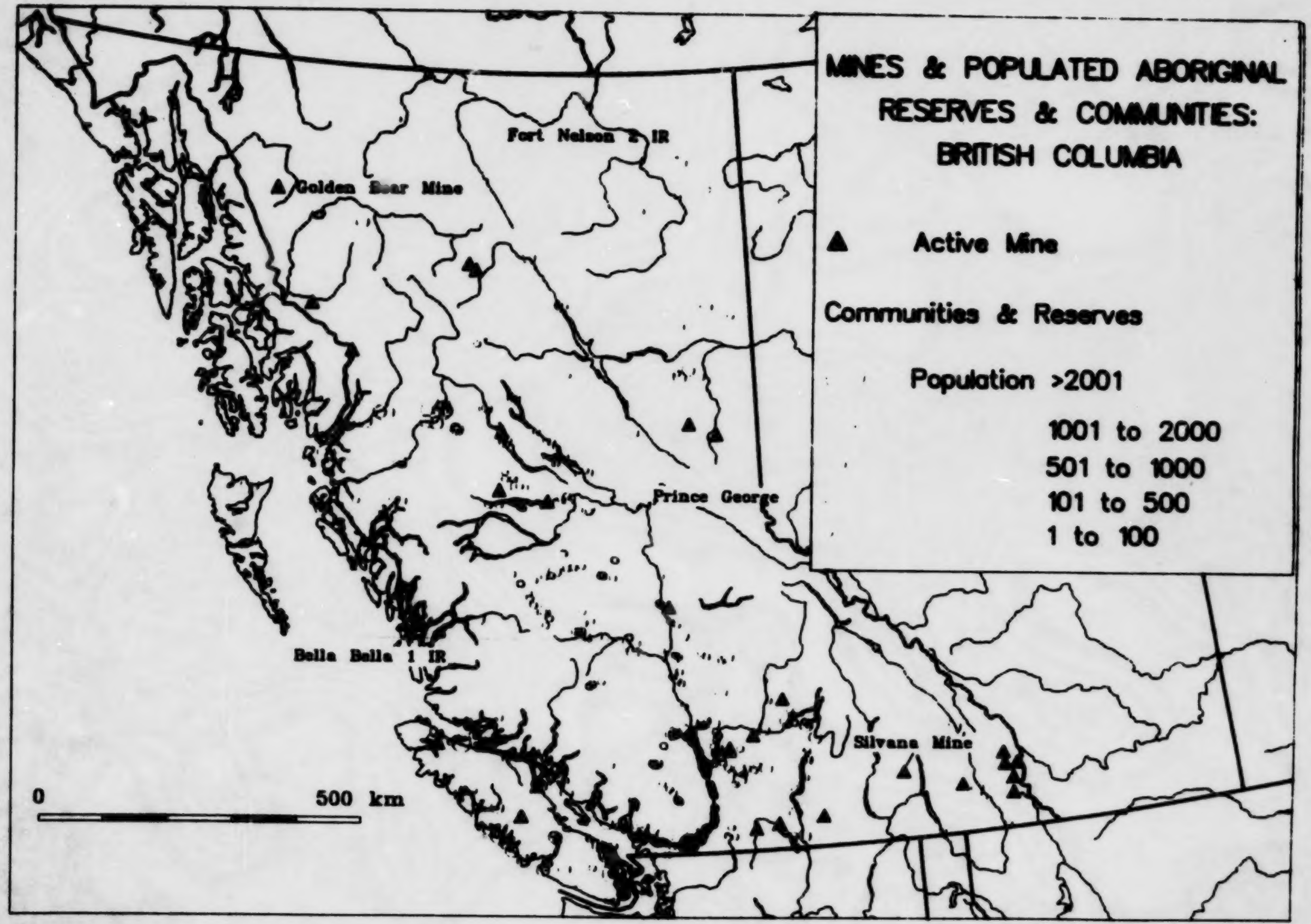
The data system from which the mining aspect of these maps was created includes a great deal of other information that can be accessed. Overall, this is a new data system and the Sub-committee is aware that some individual communities may be missing. However, work will be continuing to upgrade the data bank for the maps.

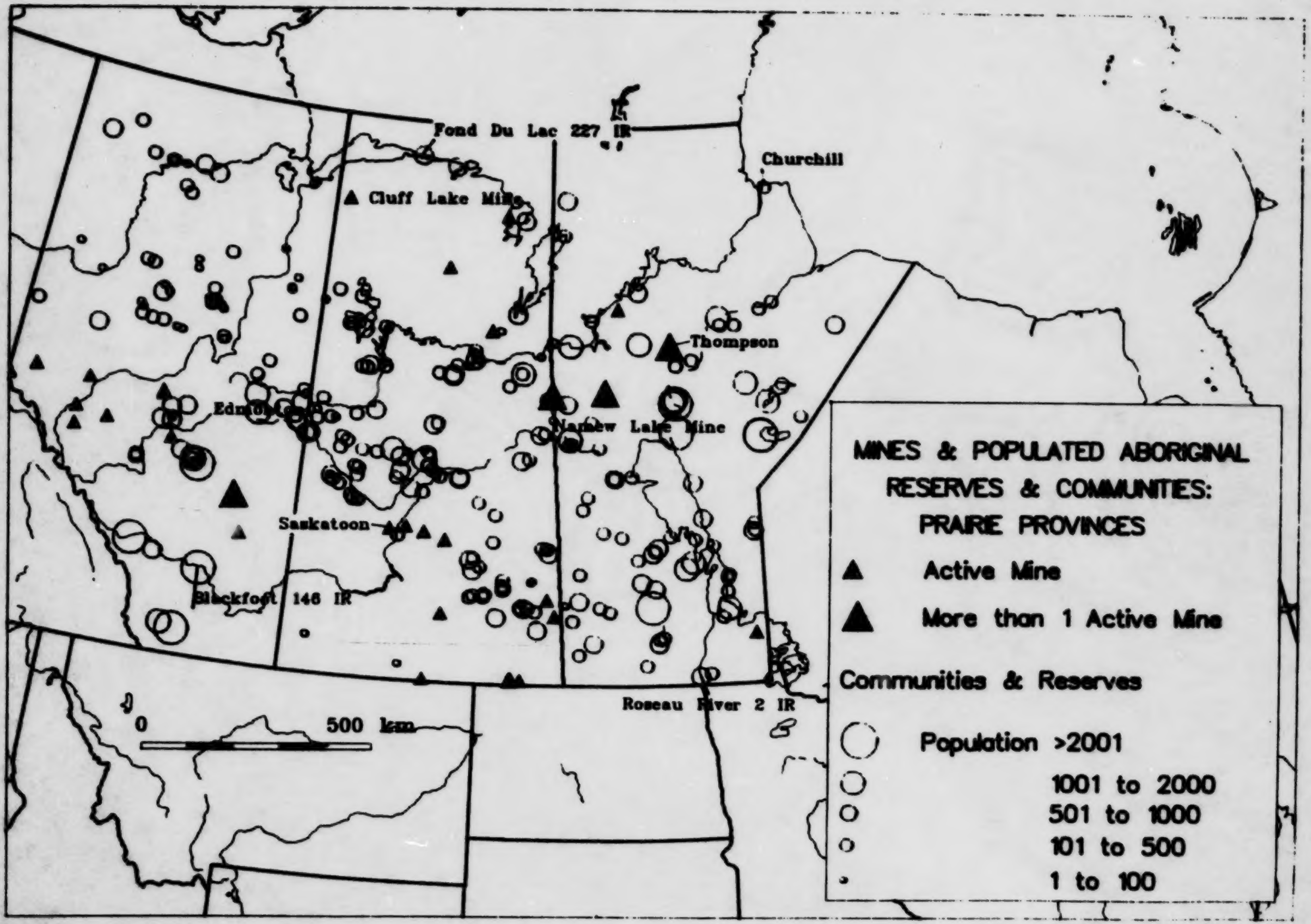
5. MAP AND DATABASE MANAGEMENT SYSTEMS

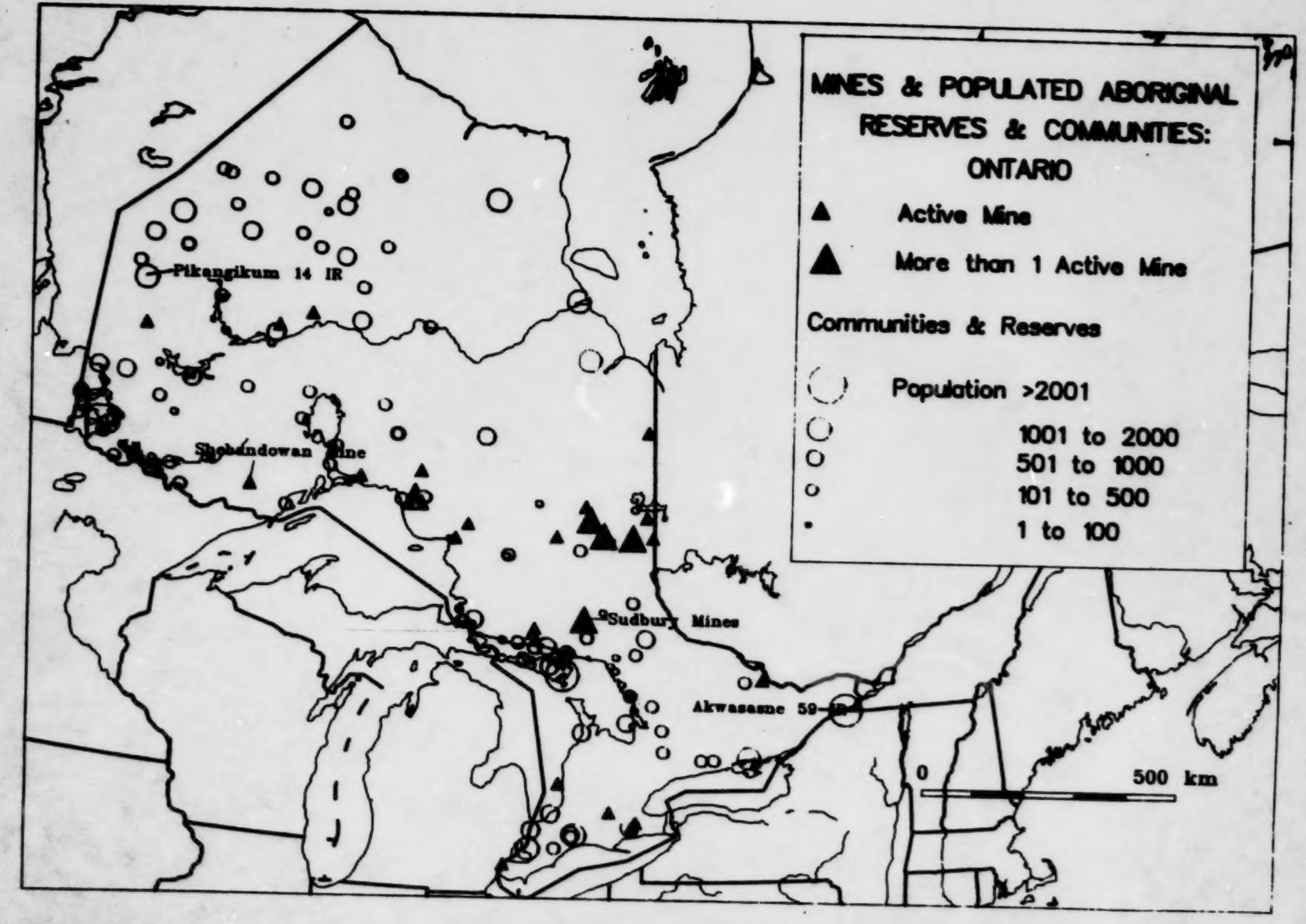
The maps in this section were developed using the QUIKMap mapping system combined with the inFOcus database management system.

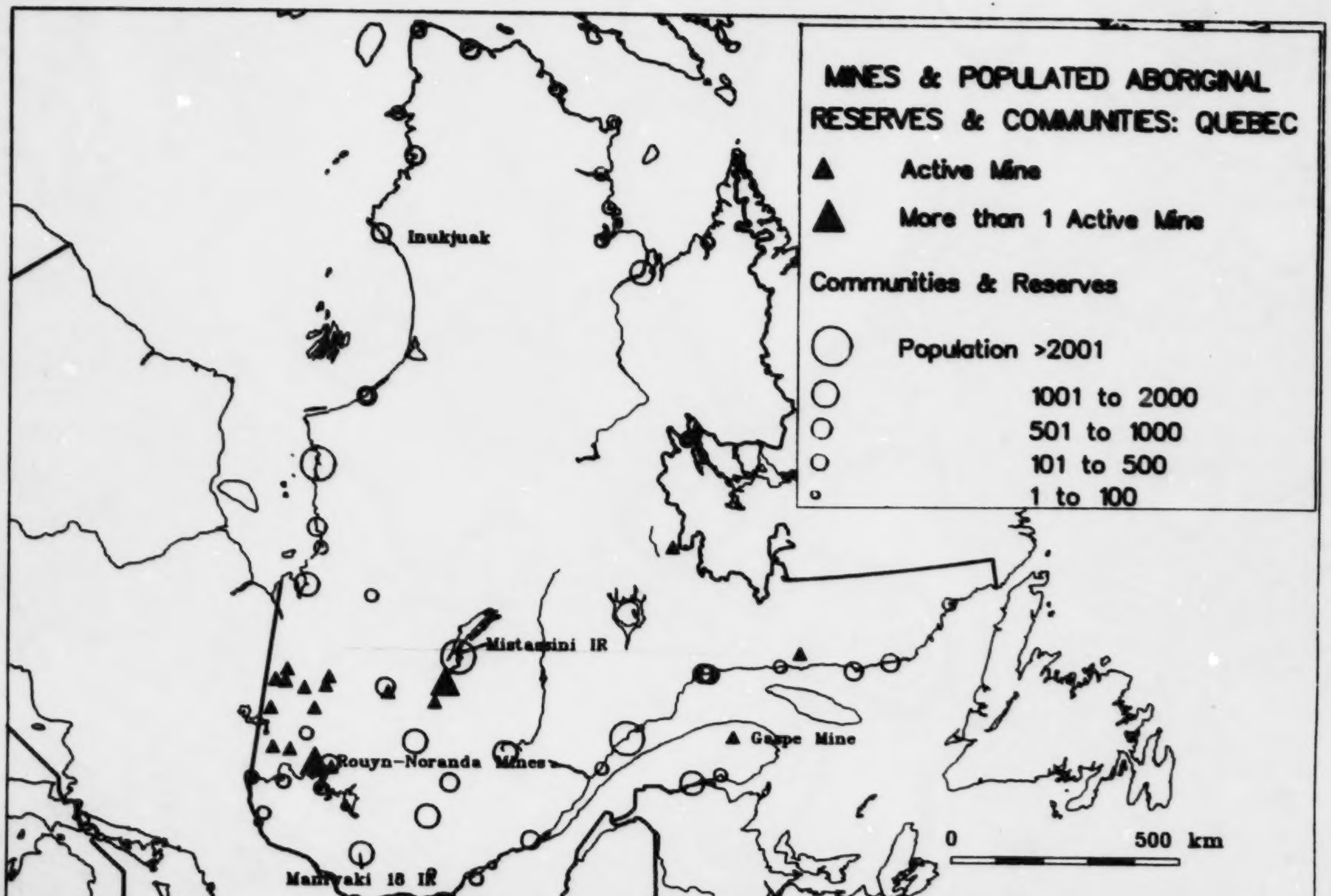

UNPOPULATED RESERVES
IN CANADA
○ Unpopulated Reserves
0
1000 km

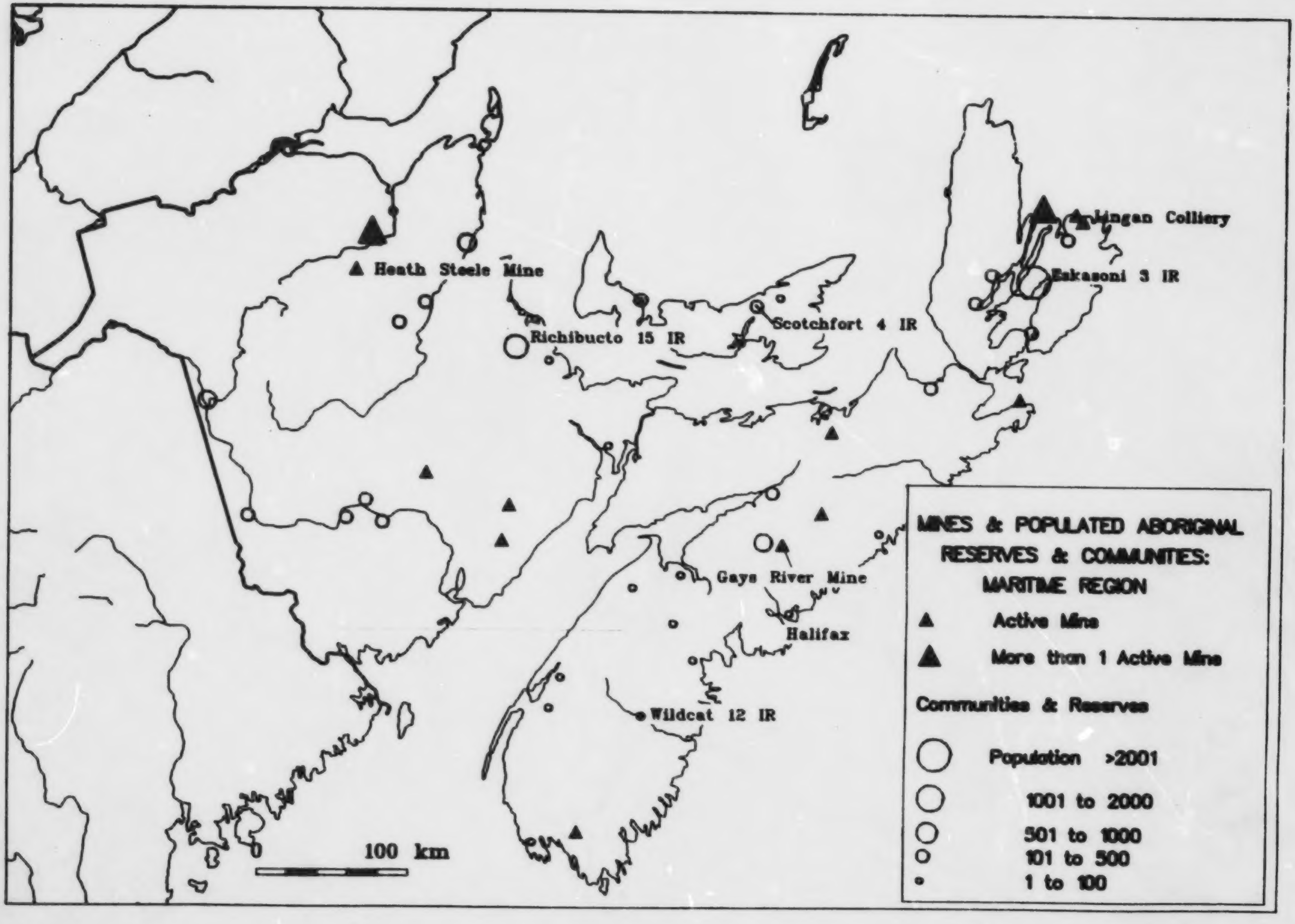

UNPOPULATED RESERVES
IN BRITISH COLUMBIA
° Unpopulated Reserves
0
250 km


MINES & POPULATED ABORIGINAL RESERVES & COMMUNITIES: BRITISH COLUMBIA
▲ Active Mine
Communities & Reserves
Population >2001
1001 to 2000
501 to 1000
101 to 500
1 to 100
Fort Nelson 2 IR
Golden Bear Mine
Prince George
Bella Bella 1 IR
Silvana Mine
0
500 km

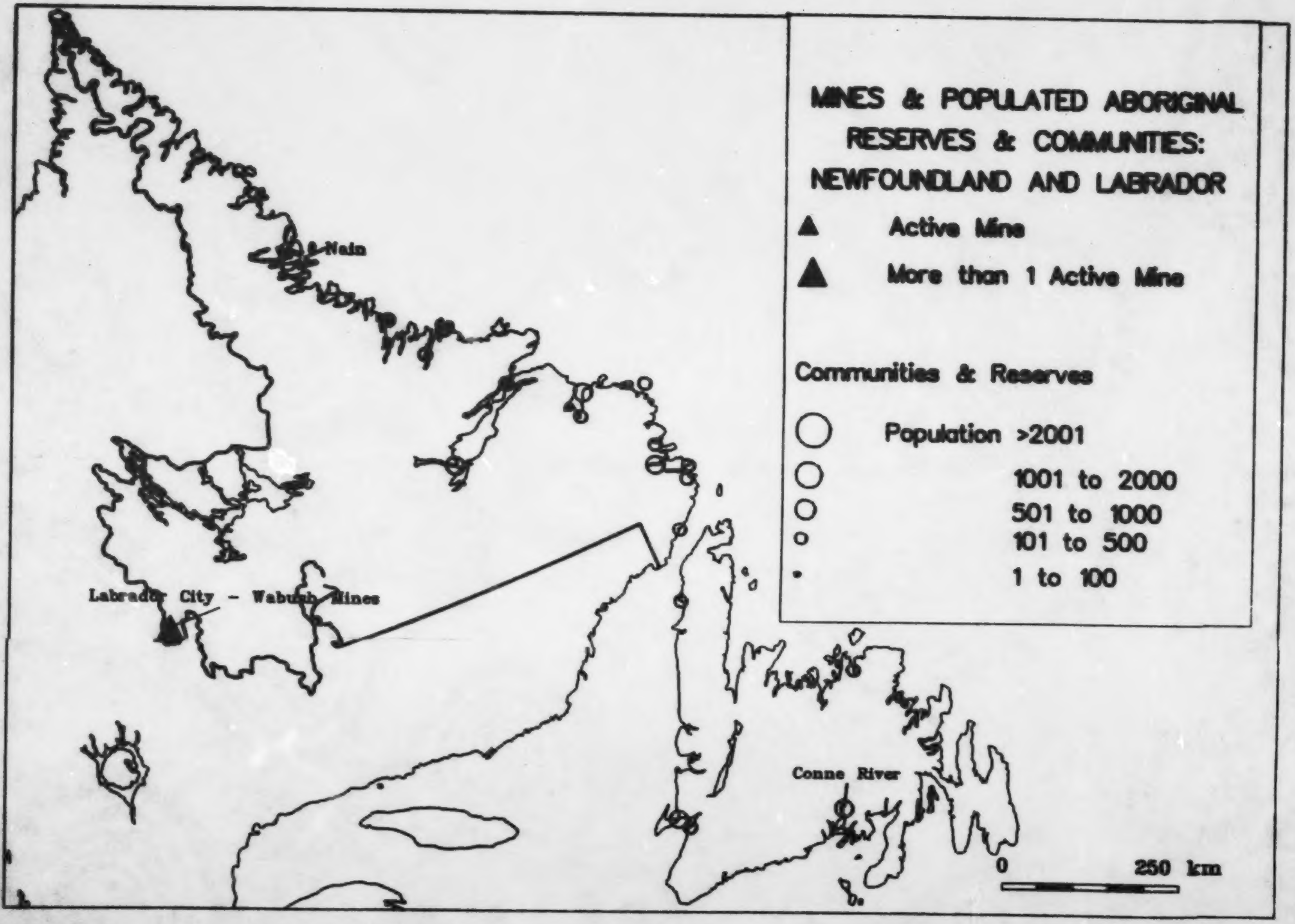

MINES & POPULATED ABORIGINAL RESERVES & COMMUNITIES: PRAIRIE PROVINCES
▲ Active Mine
▲ More than 1 Active Mine
Communities & Reserves
○ Population >2001
○ 1001 to 2000
○ 501 to 1000
○ 101 to 500
• 1 to 100
Fond Du Lac 227 IR
Churchill
Cluff Lake Mine
Thompson
Edmonton
Namew Lake Mine
Saskatoon
Blackfoot 146 IR
Roseau River 2 IR
0
500 km


MINES & POPULATED ABORIGINAL RESERVES & COMMUNITIES: ONTARIO
▲ Active Mine
▲ More than 1 Active Mine
Communities & Reserves
○ Population >2001
○ 1001 to 2000
○ 501 to 1000
○ 101 to 500
• 1 to 100
Pikangikum 14 IR
Shebandowan Mine
Sudbury Mines
Akwasasne 59
0
500 km

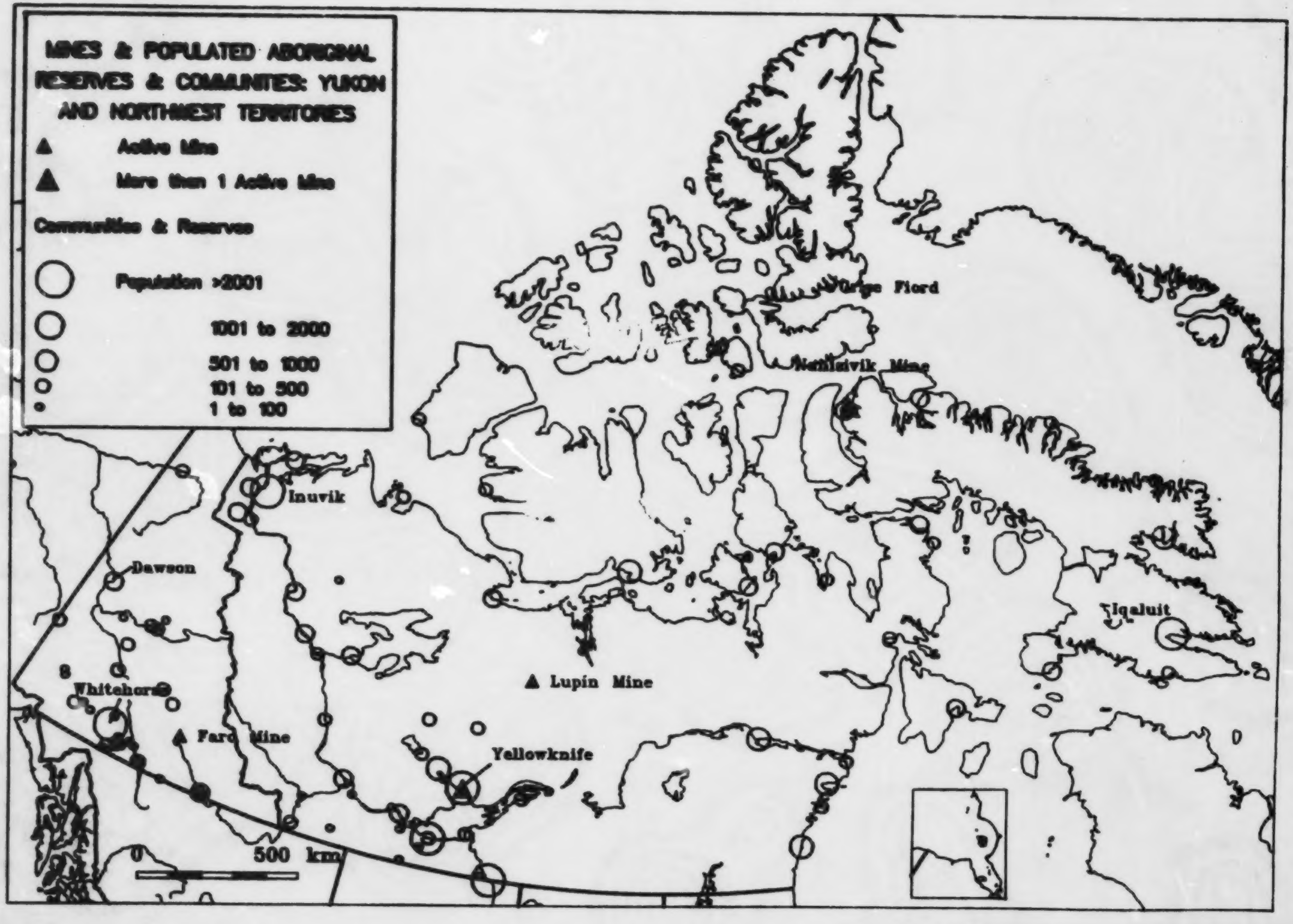

MINES & POPULATED ABORIGINAL RESERVES & COMMUNITIES: QUEBEC
▲ Active Mine
▲ More than 1 Active Mine
Communities & Reserves
○ Population >2001
○ 1001 to 2000
○ 501 to 1000
○ 101 to 500
○ 1 to 100
Inukjuak
Mistassini IR
Rouyn-Noranda Mines
Gaspe Mine
Maniwaki 18 IR
0
500 km



MINES & POPULATED ABORIGINAL RESERVES & COMMUNITIES: MARITIME REGION
▲ Active Mine
▲ More than 1 Active Mine
Communities & Reserves
○ Population >2001
○ 1001 to 2000
○ 501 to 1000
○ 101 to 500
• 1 to 100
Lingan Colliery
Eskasoni 3 IR
Scotchfort 4 IR
Richibucto 15 IR
Heath Steele Mine
Gays River Mine
Halifax
Wildcat 12 IR
0
100 km


MINES & POPULATED ABORIGINAL RESERVES & COMMUNITIES: NEWFOUNDLAND AND LABRADOR

▲ Active Mine
▲ More than 1 Active Mine
Communities & Reserves
○ Population >2001
○ 1001 to 2000
○ 501 to 1000
○ 101 to 500
• 1 to 100
Nain
Labrador City - Wabush Mines
Conne River
0
250 km


MINES & POPULATED ABORIGINAL RESERVES & COMMUNITIES: YUKON AND NORTHWEST TERRITORIES
▲ Active Mine
▲ More than 1 Active Mine
Communities & Reserves
Population >2001
1001 to 2000
501 to 1000
101 to 500
1 to 100
Grise Fiord
Nanisivik Mine
Inuvik
Dawson
Whitehorse
Faro Mine
Lupin Mine
Yellowknife
Iqaluit
0
500 km

ADDENDUM A

SOURCES OF DATA USED FOR MAPS

MINES

The mines included on the maps were found in:

> Mineral Policy Sector of Energy, Mines and Resources' Mineral Deposit Information System (MINSYS). May, 1991.

The minerals included are coal, copper, gold, iron, lead, molybdenum, nickel, platinum, platinum group elements, potash, silver, tin, uranium and zinc. Only those mineral deposits defined as being recovered were used.

RESERVES/ABORIGINAL SETTLEMENTS/NORTHERN HAMLETS

When gathering the data for the maps, the provinces and territories were treated differently due to their inherent differences. All communities in the territories were included while in the provinces only Aboriginal communities were included.

In the provinces, the names and population figures of Indian reserves and communities were obtained from:

> Canada. Department of Indian and Northern Affairs, Lands,Revenues and Trusts. Schedule of Indian Bands, Reserves and Settlements. Ottawa: Supply and Services, 1990.

The population figures reflect the Indian population of the communities.

In the Northwest Territories, the names and populations of the communities were obtained from:

> Government of the Northwest Territories. Bureau of Statistics. Northwest Territories Population Estimates. June 1989.

The population figures reflect the total population of the communities.

In the Yukon the communities included are a consolidation of those found in:

> Canada. Department of Indian and Northern Affairs, Lands, Revenues and Trusts. Schedule of Indian Bands, Reserves and Settlements. Ottawa: Supply and Services, 1990.

Heming, R., ed. Yukon Data Book 1986-87. Whitehorse: Outcrop Ltd., 1986.

The population figures for reserves and Indian communities were obtained from the Schedule of Indian Bands, Reserves and Settlements and therefore reflect the Indian populations. The populations of other communities were obtained from Census Canada, 1986 and therefore reflect the total population of the communities.

Inuit communities were found in only two of the provinces, Quebec and Newfoundland. The names of communities were obtained from:

Canada. Energy, Mines and Resources. National Atlas Data Base Map Series: Canada - Indian and Inuit Communities. Maps NADM-2 and NADM-3. Ottawa: Supply and Services, 1984.

The population figures were based on Census Canada, 1986 and therefore reflect the total population of the communities.

The locations of the reserves/Aboriginal communities/northern communities were obtained from the sources listed below. In approximately 0.3% of the cases the communities which were to be included could not be located and were therefore omitted from the maps.

Canada. DIAND, Economic Development, Resource Development Directorate, Indian Minerals (West).

Northwest Territories Data Book 1990/91. Yellowknife: Outcrop Ltd., 1990.

Heming, R., ed. Yukon Data Book 1986-87. Whitehorse: Outcrop Ltd., 1986.

Canada. Energy, Mines and Resources, Surveys and Mapping Branch, Geographical Services Division. Gazetteer of Canada. Ottawa: Supplies and Services.

Alberta: 1988
British Columbia: 1985
Manitoba: 1981
New Brunswick: 1972
Newfoundland: 1983
Northwest Territories: 1980
Nova Scotia: 1977
Ontario: 1988
Prince Edward Island: 1990
Saskatchewan: 1985
Yukon: 1988

Government du Québec. La Commission de toponymique. Répertoire Toponymique du Québec 1987. Québec: Les Publications du Québec, 1987.

APPENDIX C

CHECKLIST TO ASSIST MINERAL COMPANIES OPERATING ON OR NEAR ABORIGINAL LANDS

APPENDIX C

CHECKLIST TO ASSIST MINERAL COMPANIES OPERATING ON OR NEAR ABORIGINAL LANDS

In the last few years, many companies involved in the mineral industry have contacted governments and expressed a willingness to learn about, and communicate with, Aboriginal people.

The following checklist has been developed to provide interested companies with some guidance. Its purpose is to ensure that their contact with the Aboriginal people will be as productive as possible.

These guidelines are applicable at all stages of mineral exploration, development and mine operation as well as closure. They should also prove helpful if a company becomes involved in a project at an advanced stage. In the event of a change of ownership, it is important that the lines of communication remain open.

For information concerning the Aboriginal people in the province/territory in which the mineral development is to be located, contact the Aboriginal and governmental organizations found in Addendum A (p. 41).

In order to assist companies wishing to either impart information concerning what they are doing or proposing to do, or to advertise job openings, the list of newspapers found in Addendum B (p. 43) has been developed. These newspapers are either published by Aboriginal organizations (e.g. Windspeaker in Alberta) or are circulated in areas with a large Aboriginal population (e.g. News/North in the Northwest Territories).

CHECKLIST TO ASSIST MINERAL COMPANIES OPERATING IN AREAS NEAR ABORIGINAL COMMUNITIES

Before commencing your operations and before initial contact, learn the rules and regulations (if any) which might affect your dealings with the Aboriginal people:

( ) provincial/territorial rules or regulations regarding Aboriginal people (e.g. is a formal socio-economic agreement or human resource plan required?)
( ) status of land claims - pending or settled
( ) effect, if any, of the land claim on what the company is planning
( ) is some other type of agreement in force which may affect your project (e.g. Nishnawbe-Aski-Nation Interim Measures Agreement)
( ) availability of government programs to encourage Aboriginal participation in your project

Before initial contact, learn about the local Aboriginal people:

( ) location of nearby reserves - populated or unpopulated
( ) location of nearby Aboriginal communities
( ) location of lands, or bodies of water, which Aboriginal peoples traditionally use
( ) who to contact (e.g. name of the Band Chief, Mayor, etc.)

Reasons to contact local Aboriginal people:

( ) common courtesy (e.g. your company wishes to explore or develop a site on or near the traditional land of the local Aboriginal people)
( ) to inform them of company plans
( ) to learn of their concerns about the project and consider how to mitigate them
( ) to ensure their understanding of the project
( ) to learn about the availability of local labour and businesses
( ) to learn about the need for and availability of training programs
( ) good business practice

Who to contact:

( ) given that the area of traditional pursuit may be extensive, you may have to meet with people from a number of Aboriginal communities
( ) initial contact should be made at the bureaucratic/political level:
    - the Band Chief, Mayor, Band Council, Elders, etc.
    - local economic development/employment officer

( ) contact should also be made with the general public:
  - public information sessions
  - town hall meetings or question and answer sessions
( ) utilize the local media, including the Aboriginal press (if available), to inform the community(ies) about what the company is doing or planning to do

What to inform the local people about:

( ) what the company is planning to do (e.g. explore, develop a deposit, purchase company, etc.)
( ) actual location of planned operation
( ) if known, discuss the proposed type of operation:
  - mineral being looked for or developed
  - type of mine (e.g. open-pit or underground)
  - type of accommodation (e.g. townsite or fly-in/fly-out)
  - size of labour force, education and skills required
  - location of hiring office
  - planned crew rotations or shift schedules
  - planned cross-cultural programs
( ) if you plan a pro-active Aboriginal hiring program, seek guidance from the community about a possible Native employment co-ordinator
( ) if a formal socio-economic agreement is not required think about the advisability of entering into a voluntary one
( ) potential environmental problems or concerns and proposed mitigation measures (raise these on your own)

What to learn from the local Aboriginal people:

( ) the availability and make up of the local labour force
( ) the availability and nature of local businesses (e.g. potential sources of construction materials)
( ) would they like you to enter into a voluntary socio-economic agreement
( ) their concerns about possible social impacts
( ) their concerns about possible environmental impacts

Continue the contacts started in the earliest stages over the life of the project:

( ) also, if taking over from another company
( ) to ensure that the good relationship developed at the beginning continues

ADDENDUM A

SOURCES OF INFORMATION CONCERNING ABORIGINAL PEOPLE

For further information concerning the Aboriginal people in the province/territory in which the mineral development is (to be) located, the following agencies may be contacted:

National Headquarters of Aboriginal Organisations

The Assembly of First Nations, Ottawa	(613) 236-0673
The Inuit Tapirisat of Canada, Ottawa	(613) 238-8181
The Metis National Council, Saskatoon	(306) 373-8855
The National Association of Friendship Centres, Ottawa	(613) 563-4844
The Native Council of Canada, Ottawa	(613) 238-3511
The Native Women's Association of Canada, Ottawa	(613) 236-6057

Federal, Provincial and Territorial Government Departments

Department of Indian Affairs and Northern Development

Headquarters:	Hull, Que.	(819) 997-0380
Regional Offices:	Amherst, N.S. (Atlantic Canada)	(902) 667-3818
	Quebec City, Que.	(418) 648-7562
	Toronto, Ont.	(416) 973-6215
	Winnipeg, Man.	(204) 983-6397
	Regina, Sask.	(306) 780-5945
	Edmonton, Alta	(403) 495-7046
	Vancouver, B.C.	(604) 666-5100
	Whitehorse, Y.T.	(403) 667-3314
	Yellowknife, N.W.T.	(403) 920-8282

Provincial/Territorial Departments

New Brunswick Intergovernmental Affairs Fredericton, New Brunswick	(506) 453-2579
Ontario Mines and Minerals Division Ministry of Northern Development and Mines Sudbury, Ontario	(705) 670-7250
Manitoba Manitoba Energy and Mines Winnipeg, Manitoba	(204) 945-6505
Manitoba Northern Affairs Winnipeg, Manitoba	(204) 945-0572

Saskatchewan
Indian and Metis Affairs Secretariat
Regina, Saskatchewan (306) 787-6250

Alberta
Native Services Unit
Edmonton, Alberta (403) 422-5925

British Columbia
Mineral Policy Branch
Ministry of Energy, Mines
and Petroleum Resources
Victoria, British Columbia (604) 387-3787

Yukon
Economic Development:
Mines and Small Business
Whitehorse, Yukon (403) 667-5384

Northwest Territories
Energy, Mines and Petroleum Resources
Yellowknife, Northwest Territories (403) 873-7086

ADDENDUM B

NATIVE/NORTHERN PUBLICATIONS SUITABLE FOR EMPLOYMENT ADVERTISEMENT

The following list of newspapers, newsletters and magazines was prepared for mineral development companies wishing to inform local residents, especially Aboriginal people, of employment opportunities or company activities.

This list is based upon a 1989 report of northern or Aboriginal publications available at the Department of Indian Affairs and Northern Development (DIAND) library. In order to capture recent changes within the Native press, publications on the DIAND list were contacted. The main criteria for inclusion as part of this list was whether they regularly published employment advertisements.

For further advertisement possibilities contact local tribal councils or Friendship Centres.

Each entry contains the following information: publication name, where published, publisher, frequency, language(s), prime circulation area, audience - if not specifically for Aboriginal people.

NEWFOUNDLAND/LABRADOR

Kinatuinamot Ilengajuk. Nain, Labrador: Labrador Inuit Association. Monthly. Inuktitut/English. Circulated primarily in Labrador. (Expected to return to print by August 1991).

Labradorian. Happy Valley - Goose Bay, Labrador: Robinson-Blackmore. Weekly. English. Circulated primarily in Labrador. Not specifically for Aboriginal people.

NOVA SCOTIA

Micmac Maliseet Nations News. Truro, N.S.: Confederacy of Mainland Micmacs. Monthly. English. Circulation primarily in the Maritime region and in Quebec.

Micmac News. Sydney, N.S.: Union of Nova Scotia Indians. Weekly. English. Circulated primarily in the Maritime Region.

NEW BRUNSWICK

Mal-l-mic News. Fredericton, N.B.: New Brunswick Association of Metis and Non-Status Indians. Quarterly. English. Circulated primarily in New Brunswick.

Miramichi Leader. Newcastle, N.B.: Cadogan Publishing Ltd. Weekly. English. Primarily local circulation.

Miramichi Weekend. Newcastle, N.B.: Cadogan Publishing Ltd. Weekly. English. Primarily local circulation.

QUEBEC

Alliance. Hull, Que.: Alliance autochtone du Quebec. Monthly. French/English. Circulated primarily in Quebec to Metis and Non-Status Indians.

Chewitan. Chibougamau, Que.: Cree Indian Centre of Chibougamau. Monthly. English. Primarily local circulation.

Indian Time. Roosenveltown, N.Y., U.S.A.: Akwesasne Communications Society. Weekly. English. Primarily local circulation.

ONTARIO

Council Fires. Blind River, Ont.: North Shore Tribal Council. Monthly. English. Primarily regional circulation.

Jibkenyan. Wallaceburg, Ont.: Walpole Island Council. Every two weeks. English. Primarily local circulation.

Kenora Daily Miner. Kenora, Ont.: Bowes Publishing. Daily. English. Primarily local circulation. Not specifically for Aboriginal people.

Tekawennake. Oshweken, Ont.: Tekawennake Publications. Weekly. English. Primarily local circulation.

Wawatay News. Sioux Lookout, Ont.: Wa-Wa-Ta Native Communications Society. Every two weeks. Oji-cree/English. Circulated primarily to Native communities north of Sioux Lookout.

MANITOBA

Nickel Belt News. Thompson, Man.: Precambrian Press. Weekly. English. Circulation primarily in northern Manitoba. Not specifically for Aboriginal people.

Opasquia Times. The Pas, Man.: New North Ventures Ltd. Twice weekly. English. Primarily local circulation. Not specifically for Aboriginal people.

Thompson Citizen. Thompson, Man.: Precambrian Press. Thrice weekly. English. Primarily local circulation. Not specifically for Aboriginal people.

Weetamah. Winnipeg, Man.: Mikisiw Printing. Every two weeks. English. Circulated primarily in Manitoba.

SASKATCHEWAN

Gold Belt Gazette. Creighton, Sask.: Eric Shaw. Twice weekly. English. Circulated primarily in Creighton and Flin Flon, Manitoba area. Not specifically for Aboriginal people.

La Ronge Northerner. La Ronge, Sask. Weekly. English. Circulated primarily in Northern Saskatchewan. Not specifically for Aboriginal people.

New Breed. Saskatoon, Sask.: Saskatchewan Native Communications. Monthly. English. Circulated throughout Canada.

North Battleford Optimist. North Battleford, Sask.: MacIntosh Publishing Company. Twice weekly. English. Primarily regional circulation. Not specifically for Aboriginal people.

Northwest Eagle. Meadow Lake, Sask.: Meadow Lake Printers Ltd. Monthly. English. Circulated primarily in Northwestern Saskatchewan.

Saskatchewan Indian. Saskatoon, Sask.: Saskatchewan Indian Media Corp. Monthly. English. Circulated primarily in Saskatchewan.

ALBERTA

Alberta Native News. Edmonton, Alta: 320754 Alberta Ltd. Monthly. English. Circulated primarily in Alberta.

Kainai News. Standoff, Alta: Indian News Media. Every two weeks. English. Circulated throughout North America as well as overseas.

Native Network News. Edmonton, Alta: Metis Nations of Alberta. Monthly. English. Circulated primarily in Alberta and western Canada.

Plains Cree Today. Saddle Lake, Alta. Monthly. English. Primarily local circulation, will be expanding regionally shortly.

Strathmore Standard. Strathmore, Alta: Bowweb Publishing Company. Weekly. English. Primarily local circulation. Not specifically for Aboriginal people although the Siksika News is regularly included as an insert.

Windspeaker. Edmonton, Alta: Aboriginal Multi-media Society of Alberta. Every two weeks. English. Circulated primarily in Alberta and Saskatchewan.

BRITISH COLUMBIA

Dakelh dustl'us. Prince George, B.C.: Carrier Sekani Tribal Council. Quarterly. English. Primarily local circulation.

Ha-shilth-sa. Port Alberni, B.C.: Nuu-chah-Nulth Tribal Council. English. Monthly. Circulated primarily in British Columbia.

Kahtou. Vancouver, B.C.: Kahtou Communications Inc. Monthly. English. Circulated primarily in British Columbia.

Native Voice. Vancouver, B.C.: Native Brotherhood of British Columbia. Every two months. English. Circulated primarily in British Columbia.

Northern Sentinel. Kitimat, B.C.: Mitchelle Press. Twice weekly. English. Primarily local circulation. Not specifically for Aboriginal people.

Prince Rupert Daily News. Prince Rupert, B.C. Daily. English. Primarily local circulation.

Secwepemc News. Kamloops, B.C.: Secwepemc Cultural Education Society. Monthly. English. Circulation focused on the central interior of British Columbia.

Sto:lo Nation News. Sardis, B.C.: Coqualeetza Center. Monthly. English. Primarily local circulation.

YUKON TERRITORY

Dan Sha. Whitehorse, Y.T.: Ye Sa To Communications Society. Monthly. English. Circulation primarily in the Yukon.

Klondike Sun. Dawson City, Y.T.: Literary Society of the Klondike. Monthly. English. Circulation primarily in the Yukon. Not specifically for Aboriginal people.

Whitehorse Star. Whitehorse, Y.T.: Whitehorse Star Ltd. Daily. English. Circulated primarily in the Yukon. Not specifically for Aboriginal people.

Yukon News. Whitehorse, Y.T.: Media North Ltd. Twice weekly. English. Circulated primarily in the Yukon. Not specifically for Aboriginal people.

NORTHWEST TERRITORIES

The Hub. Hay River, N.W.T.: Hub Publications Ltd. Weekly. English. Circulated primarily in the south Slave Lake region. Not specifically for Aboriginal people.

Inuvik drum. Inuvik, N.W.T.: Northern News Services. Weekly. English. Primarily local circulation. Not specifically for Aboriginal people.

L'Aquilon. Yellowknife, N.W.T.: L'Aquilon. Bi-weekly. French. Primarily local circulation. Not specifically for Aboriginal people.

Mackenzie Times. Fort Simpson, N.W.T.: CanArctic Graphics. Weekly. English. Circulated primarily in the Mackenzie Delta. Not specifically for Aboriginal people.

News/North. Yellowknife, N.W.T.: Northern News Services. Weekly. English. Primarily circulated in the Northwest Territories. Not specifically for Aboriginal people.

Nunatsiaq News. Iqaluit, N.W.T.: Nortext. Weekly. Inuktitut/English. Circulated primarily in the Eastern Arctic.

Slave River Journal. Fort Smith, N.W.T.: Cascade Publishing Weekly. English. Circulated primarily in the Western Arctic and Northern Alberta. Not specifically for Aboriginal people.

The Press Independent. Yellowknife, N.W.T.: D.M. Communications Ltd. Weekly. English. Circulated in the Western Arctic.

Tusaayaksat. Inuvik, N.W.T.: Inuvialuit Communications Society. Every two weeks. English/Inuvialuktun. Circulated primarily in the Western Arctic.

Yellowknifer. Yellowknife, N.W.T.: Northern News Services. Twice weekly. English. Primarily local circulation. Not specifically for Aboriginal people.

APPENDIX D

SUMMARY OF
SOCIO-ECONOMIC AGREEMENTS

APPENDIX D

SUMMARY OF SOCIO-ECONOMIC AGREEMENTS

1. INTRODUCTION

The following document is a consolidation of existing socio-economic agreements from various off-reserve[4] resource industries. It was designed to inform participants in natural resource development of the various methods available for the development of benefits agreements. It is intended to be a guide only.

The socio-economic agreement, which can be negotiated between the company, various levels of government and the community, attempts to enhance the economic climate of the local community[5] by encouraging its participation in the resource development. It provides opportunities to local business and residents for employment and training, business development and contracting services. The agreement also promotes growth and development of the local community through education, counselling and maintenance of traditional culture and lifestyles.

The requirements regarding the necessity for and use of socio-economic agreements are different in each jurisdiction. A synopsis of the different requirements is included in Addendum A (p. 61).

2. INTENT

The intent of the socio-economic agreement is to develop a framework that will facilitate efficient and effective use of resources by Canada, the province, the company and local residents in an effort to achieve a mutually beneficial social and economic benefits agreement. The intent clause can also include the justification of the proponents for the establishment of a socio-economic agreement.

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[4] It should be noted that only off-reserve agreements were consulted. Resource development on Indian reserves is subject to different resource legislation and regulation.

[5] The term local community was chosen to represent the population base nearest to the minesite. It is most relevant to, but not restricted to, residents of Canada's north and Native Canadians.

3. EMPLOYMENT AND TRAINING

The employment of the local residents by the resource development is, perhaps, the most direct economic benefit for both parties. The company is supplied with an immediate labour force, and the community is provided with a variety of employment opportunities. The establishment of employment and training programs and other special employment provisions further enhances the availability of local residents to the resource development. Provisions for employment and training were found in all of the agreements researched.

a) Recruitment

The company can develop a policy for the recruitment of employment candidates which gives priority to the local residents of the community. Recruiting from the area can be facilitated, where practicable, through local Canadian Employment and Immigration (CEIC) recruitment offices, community visits and public notices. Recruitment outside the local area may proceed after a local search, exploring the rest of the home territory/province, neighbouring territories/provinces, Canada and foreign countries.

The company can develop a policy to ensure that best efforts will be made to acquire a minimum percentage of the overall workforce from the local community. The company can ensure that the number of local residents employed will be limited only by the capacity of the labour force itself. For example, one company wanted to have a labour force consisting of 20% northern residents, while another company established a policy to hire 50% Inuit and 50% non-Inuit employees.

b) Training and Development

The company can develop a policy to ensure it will use best and reasonable efforts to develop and implement training programs to advance the skills and education of its employees.

The company can establish pre-operational and operational training programs for local residents who meet established educational, training and employment standards specific to the positions available and/or applied for.

The company can develop and implement on-the-job educational upgrading, technical training and apprenticeship programs for local residents, based on projected labour requirements.

The company can work with recognized educational institutions operating in the local region to design programs to meet employment requirements of the company and other regional employers.

The company can ensure that education and training will not be limited to facilitate employment solely within the company or its contractors.

The company can ensure that employee training and development is in accordance with the requirements of the territorial/provincial apprenticeship and tradesman programs, and will be credited towards certification or status recognized within the territory/province. Details of employment should be recorded with the territorial/provincial Department of Education in accordance with apprenticeship and tradesman education programs.

The company can negotiate with the territorial/provincial Department of Education to procure its assistance in the design and delivery of the company's training programs. The Department of Education can make available curriculum development and instructional material resources.

These programs are usually developed with the cooperation and assistance of the territory/province's Department of Education and other northern and Aboriginal employment programs.

c) Other Employment Provisions

1) Committee on Employment Opportunities

The company can ensure effective management of human resource policies by developing a committee on employment opportunities. The committee would be composed of representatives from each party interested or affected by the resource development: the company, local residents, government, union etc. The committee would be responsible for:

implementing and monitoring employment policies. The committee would conduct recruitment in local communities and would promote the employment opportunities for local residents.

ensuring that employment opportunities were made available firstly to local residents, and would coordinate personnel searches in other areas.

assisting in the development and implementation of training programs in response to labour requirements, and would monitor education, training and other employment benefits.

identifying and negotiating sources of government financial support for training programs and initiatives.

2) Aboriginal Employment Coordinator/ Liaison Officer

The company can employ a local Aboriginal person to be available as a resource in support of its Aboriginal programs and as a liaison to senior management. This position would include responsibilities of recruiting from local communities, assistance in training, counselling to employed Aboriginal persons and consultation in development of Aboriginal employment policies.

3) Relocation Assistance

The company can provide relocation assistance and job support services for persons who move their immediate families and effects into the local community for the purpose of employment at the resource development.

4) Work Rotations

The company, with the consent of affected employees, can implement work rotation schedules which allow for the practice of traditional pursuits.

The company which requires the fly-in/fly-out of labour can implement work rotation schedules which minimize the negative effects of the separation of families. For example, one company with a 10 weeks on/2 weeks off rotation developed a 6 weeks on/4 weeks off rotation for Inuit employees.

5) Discipline

The company can ensure prompt disciplinary action will be taken against supervisors or foremen who exhibit discriminatory attitudes or behaviour towards Aboriginal persons.

6) Transportation

The company which requires the fly-in/fly-out of labour can provide its employees with air travel costs or air transportation between designated communities and the resource development. For employees from areas other than the designated communities, the company can provide free or subsidized air travel costs or arrange for other modes of transportation.

7) Scholarship Program

The company can promote further education by developing a higher education program. Scholarships for post-secondary education can be provided to children of employees and/or to local residents who meet the required qualifications to attend a recognized educational institute. The scholarship can be specifically for education in a resource development field, for technical training or for other purposes.

8) Youth Awareness Program

The company can provide opportunities for local youths to prepare for their careers by participating in various pre-employment activities. The company can help develop leadership capabilities, expand the knowledge of career opportunities and provide meaningful work experience for local youths.

9) Counselling

The company can provide employee development services through career, personal, financial and other types of counselling.

10) English, French and Aboriginal Languages

The territorial/provincial Minister of Education can make reasonable efforts to provide industrial English or French training to aid in the effective transfer of skills on the job.

The company, where practicable, can publish information on company activities in English and in the local Aboriginal language (ie. Inuktitut). The company can also provide for a translator at all company-community meetings.

The company, where practicable, can develop training curricula and verbal instruction in the local Aboriginal language.

11) Cross-Cultural Training

The company can provide cross-cultural orientation and training to supervisory, managerial and other personnel for the purpose of increasing awareness of the cultural, economic and social circumstances of local residents and local Aboriginal persons. Conversely, orientation to aspects of the mine operation & non-Aboriginal employees' lifestyles may be beneficial for Aboriginal employees.

12) Traditional Economic Activities

The company can recognize the importance of traditional economic activities of local residents and local Aboriginal persons. The company can make best efforts to accommodate personnel wishing to pursue hunting, fishing, trapping and ricing activities with special work rotation schedules. The company can assist employees who wish to maintain training for employment with the resource development while pursuing traditional harvesting.

The company can provide resources for impact studies into past and present levels of traditional harvesting to identify constraints and opportunities for employees and the company itself. The company can use the impact studies to develop criteria for establishing whether a negative impact has occurred as a direct result of the resource development.

The company can agree to compensate local residents and local Aboriginal people for loss of beneficial uses of traditional resources harvesting and related activities that are directly caused by the resource development and its related activities.

4. ECONOMIC DEVELOPMENT AND BUSINESS OPPORTUNITIES

Any resource development project will change the economic structure of the area, stimulating the local economy and providing for new business and employment opportunities. Local government and the community can benefit from careful planning and implementation of economic development programs. The company can assist with economic development programs by providing information and developing policies which promote the use of local community supplies and services.

a) Business Opportunities

The company, in cooperation with local residents and local business, can design policies and implement programs to optimize the participation of local business in all phases of the resource development.

The company can ensure that priority will be given to utilize local business services where price, delivery capability and quality are competitive.

The company can assist local business by providing information regarding requirements for supplies and services to local Chambers of Commerce and other business organizations, and to individual requests.

b) Committee for Economic and Business Development

The company can develop a committee responsible for the effective management of economic and business development in the local community. The committee would be composed of representatives from each party interested or affected by the resource development; the company, local residents, government, union, etc. The committee would be responsible for implementing and monitoring economic development policies, ensuring that benefits arising from business opportunities from the resource development accrue firstly to local residents and local business, and assisting the company with obtaining required goods and services in an efficient and cost-effective manner.

c) Other Economic and Business Provisions

1) Bid Tenders

The company can organize a series of workshops in the local community to ensure that local businesses are aware of the company's tendering process.

The company can consider, where feasible and practicable,

- providing contracts to local businesses without proceeding through the tender process
- providing first opportunity for local business to meet the company's price and service requirements
- having closed or invitation-only bidding.

The company can waive tender deposits for local businesses.

2) Special Allowances

The company can provide, where feasible and practicable, fragmentation of contracts or purchase packages.

The company can assist in financing, dependent upon a viable business proposition from a local resident, for the purchase of special equipment to aid new local businesses who wish to participate in the resource development.

The company can waive bonding requirements for local businesses.

The company can provide 'Letters of Intent' with local business and contractors to facilitate easier access to financing.

5. SOCIAL, CULTURAL AND COMMUNITY SUPPORT

Due to the nature of resource development projects, it is often in the best interest of all parties if efforts are made by the company, with the cooperation and assistance of the local community, to develop social, cultural and community support programs. These programs facilitate better understanding and communication between the parties and provide for a healthy community atmosphere.

a) Committee on Community Support

The company can establish a committee for the purpose of coordinating the efforts of the company, the community and government services in the area of social, cultural and community support. The committee would be responsible for developing and implementing policies concerning community development, identifying needs and negotiating financing of community-based projects and facilitating communication between the resource development and the local community.

b) Other Community Provisions

1) Communication

The company can prepare and distribute a monthly report or newsletter to keep local residents and local business informed on progress, employment activities and special developments.

The company can meet with local resident representatives on a periodic basis to obtain input and views on the impact of company policies and operations on the local community.

The company can ensure that all information disseminated to the public is available in English and/or French, and the local Aboriginal language.

2) Environmental Protection

The company can conduct orientation programs to assist the community in increasing awareness of the environment, and to increase awareness as to the potential for damage to the environment.

The company can ensure the protection of archaeological or heritage sites.

The company, in conjunction with government, can establish consultation regarding applications for licences and permits related to resource development activities in the local community.

The company is required to comply with all federal and territorial/provincial environmental requirements. The company can implement monitoring and enforcing programs for environmental compliance. The company can utilize local residents to participate in ensuring adherence to environmental policies.

The company can consider the environmental impact of projects initiated related to resource development. The company can ensure adherence to territorial/provincial and federal environmental assessment agency policies.

The company can acknowledge the existence of special wildlife in the local region and the potential disruption of traditional migrations of wildlife. The company can ensure precautions will be taken to minimize the disruption to wildlife habitat.

6. IMPLEMENTATION AND COORDINATION

a) Coordinating Management Committee

The company, in conjunction with the territorial/provincial government, can establish a committee to monitor the implementation of programs and adherence to the agreement policies. The committee will provide socio-economic, environmental, and other information to interested parties. The committee will act as a vehicle for the resolution of differences which may arise between the parties of the agreement.

b) Liaison Officer

The company can appoint a liaison officer who is responsible to act as a resource person between the community, the company and the various committees. The liaison officer would be responsible for the overall implementation and management of the agreement's policies and programs.

c) Evaluation of Agreement

The representatives of the parties to the agreement can periodically evaluate the effectiveness and adherence to the agreement. Amendments or changes to the provisions of the initial agreement should be made only with the unanimous consent of all the parties.

Representatives of the parties to the agreement can ensure an independent review and evaluation on the performance of policies and programs of the agreement.

d) Duration of Agreement

The agreement shall commence on the effective date and shall continue for a period of "X" months/years. Extension or termination of the agreement can occur only with the unanimous consent of the parties. Projects planned or implemented under the agreement cannot extend beyond the termination date unless unanimously consented to by the parties.

7. FUNDING

Agreements can be negotiated with federal and territorial/provincial agencies for financial assistance for specific initiatives. Assistance can be procured from existing programs but are limited by the availability of funds. The company should be providing the largest share of the funding for the provisions of the agreement.

8. OTHER ISSUES

a) Aboriginal, Treaty and Constitutional Rights

The company can ensure that nothing in the agreement will be construed as affecting the existing rights, privileges or freedoms of Aboriginal persons regardless of whether such rights, privileges and freedoms are recognized, established and defined before or after the execution of the agreement.

b) Collective Agreements

In the event that the company enters into a collective agreement with a union or joint council representative of all or any of the employees of the company, and that the collective agreement contains terms and conditions which conflict with the terms and conditions of the socio-economic agreement, the company's obligations to perform the terms of the collective agreement prevail. The company can undertake best efforts to ensure that the collective agreement does not eliminate, reduce or otherwise interfere with obligations under the terms of the socio-economic agreement.

ADDENDUM A

PROVINCIAL SPECIFICATIONS AS DETERMINED FROM AVAILABLE AGREEMENTS

ALBERTA

In Alberta, available agreements indicate that the company, the federal government, (as represented by the Department of Indian and Northern Affairs and the Department of Employment and Immigration,) the province, (as represented by the Minister of Housing and Native Programs) and local Native organizations are party to the socio-economic agreements.

SASKATCHEWAN

In northern Saskatchewan all mineral surface leases require the lessee to prepare and submit annual forecasts of economic opportunities for northern suppliers of goods and services. The lessee also agrees to enter into a Human Resources Development Agreement with Saskatchewan Education establishing guidelines and principles for maximizing employment and training opportunities for northerners. As part of the Human Resources Development Agreement they also agree to submit annual human resource plans which identify their recruitment, training and employment practices, project present and future manpower and skill requirements and submit employment statistics quarterly.

MANITOBA

Manitoba has developed a Manitoba-Canada Subsidiary Agreement on Northern Development (Agreement) which implements programs for the economic and socio-economic development of Manitoba. The aim of the Agreement is to increase the participation of northern residents in economic development, yet assist in the maintenance of their traditional lifestyles. The initiatives centre on community economic development, human resources development and community improvement. It also addresses the participation of northern residents in local employment, particularly in major resource sectors. The Agreement is executed and managed by the Agreement Advisory Committee who are appointed by the Northern Development Agreement Ministers' Committee. Financing for this Agreement is shared between Canada and the province.

ONTARIO

In Ontario, Agreements indicate that the company, the province, Canada and local Aboriginal organizations are parties to the socio-economic agreements. The principal negotiator for socio-economic agreements for Ontario has been Osgood Hall; they have participated in two recent comprehensive agreements.

NORTHWEST TERRITORIES

In the Northwest Territories, agreements indicate that the company and the Territorial Government or, the company and the local Aboriginal organization are parties to the socio-economic agreements.

APPENDIX E

CASE STUDIES

APPENDIX E

CASE STUDIES

TAHLTAN TRAINING CENTRE

1. INTRODUCTION

Since the mid-1980's, northwestern British Columbia has been the site of a considerable amount of mineral exploration activity. This activity has been quite successful and resulted in two precious metal mines, the Golden Bear in 1989 and the Snip in 1991. A third gold mine, Eskay Creek is in the development phase. As well, a number of companies are continuing to explore in the area.

This area is also the traditional homeland of the Tahltan people as evidenced by their communities at Dease Lake, Telegraph Creek and Iskut.

For several hundred years, the Tahltan earned their livelihood as traders, moving goods between the Pacific Coast and the interior. In the past few years, as the pace of exploration on their traditional lands increased, the Tahltan recognized that, if exploitable ore deposits were discovered, it would inevitably lead to significant changes in their lives. It was also realized that a considerable amount of business would take place and they vowed to be active participants in this business.

The main goal of the Tahltan, with respect to economic development, is to be an active partner in that development. They realize that, to achieve their goal, they must change their traditional way of life.

In order to be prepared to be an active partner in the upcoming developments, the Tahltan Tribal Council (TTC) commissioned a study[6] to identify, amongst other things, employment and business opportunities, and the specific types of training and entrepreneurial skills required to take advantage of those opportunities. The study concentrated on opportunities afforded by mining in the region, but was not limited to this type of resource development.

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[6] Naas, O.O. Employment and Business Opportunities Related to Mining and Other Economic Developments in the Region. Prepared for the Tahltan Tribal Council, Dease Lake, B.C., March 1991. This report, and telephone interviews with Bettina Atley, Programs Manager of the Tahltan Training Centre form the basis for this write-up.

2. TAHLTAN PEOPLE'S INVOLVEMENT WITH MINING

The Tahltan have a history of involvement with mines operating in their area, including both of the mines already in production. The Phase I Report on Native Participation in Mining, included the Golden Bear operations, and the involvement of the Tahltan, as an example of a "best" case study.

Tahltan involvement with mining has not been limited to direct employment. The Tahltan Nation Development Corporation (TNDC), has negotiated several contracts at the Golden Bear mine. This contract work is seen by the Tahltan as a small start to what they would like to do and, to what they are capable of doing.

In addition, the TTC through its Dease Lake office has for a number of years been active in skills training, especially for the building trades, skills well-suited to the mining industry.

The consultant was hired by the TTC to identify the opportunities afforded by the recent mineral activity, and how to take advantage of these opportunities.

3. RESULTS OF THE CONSULTANT'S STUDY

The consultant identified the local labour force, those seeking employment as well as those already employed, and the Tahltan's present business enterprises. Potential employment and business opportunities related to mining developments were noted. These business opportunities include the construction of roads to the Snip and Eskay Creek mines and the mine and milling facilities at Eskay Creek. A lengthy list of potential service-oriented businesses which are generally required by the mining industry, was included in the report (see Annex A, p. 69).

The report also focused on the social environment which makes self-improvement difficult yet, so very important. It pointed out that in spite of their current involvement with mining, overall, the Tahltan actually have limited association with industrial development. As a result, there is a lack of role models to encourage the younger Tahltans to enter into the industrial world. This situation is further complicated by their lack of formal education (most Tahltan do not finish high school) which was also identified as a definite barrier to the band's participation in the industrial development of the area. The report concluded that pre-employment or orientation-type training was required and that the group best suited to deliver the training was the Tahltan themselves.

4. THE TAHLTAN TRAINING CENTRE

The TTC accepted the recommendation for the development of a training centre and in February 1991, the centre opened. Although run by the Tahltan, its enrolment is not limited to the Tahltan but serves all people from northwestern B.C.

The mining companies operating in the area supported the start up of the training centre. Three of the companies donated funds for the purchase of office equipment.

The training centre is located on Reserve #9, approximately 6 km outside of the community of Dease Lake. The centre offers living accommodation, for students from outside of Dease Lake, and is capable of handling 20 live-in students. As well, transportation costs are usually covered by the programs delivered at the training centre.

Although this is a new operation, the centre was not able to obtain new buildings. Thus, the facilities are limited. The dining room is used as a classroom, administrative office and lecture room. At least two classrooms are needed to improve the centre and a day care facility is also required.

The Tahltan Training Centre has set high goals for itself and its students. Much of the Centre's curriculum is presently aimed at re-training for specific occupational skills in order to acquire employment. The Centre's future goal is aimed at up-grading the education level of its students to Grade 12, a level that has been identified as being required to advance in the various occupations that a mine and mill operation offers.

Since the report identified the social environment as being an impediment to industrial employment, the training centre is offering pre-employment social skills upgrading. Through cross-cultural courses the students will learn about mining camp life, a life style very different to that on a reserve. These courses will encompass general behaviour and social concepts expected in a camp environment.

The training centre plans to deliver many of the technical trades programs that are needed by employers in the area. The identified programs include: heavy duty mechanics, Class 1 truck driving, plumbing, electrical, diamond drilling, mill operators and office administration.

As well, training will be provided for service activities required by the mining industry such as: first aid services, security operations, catering services, equipment servicing and maintenance, and warehousing.

Local mines will be invited to sponsor seminars on the topics related to mining while dealers and wholesalers will be requested to supply instructors for training in the handling of their products. In addition, the training centre will work with the Ministry of Education and other organizations to provide courses in the business skills which the Tahltan are lacking. The programs which have been identified include those covering administration and management, as well as human and social behaviour courses related to supervision.

Having only started in February 1991, the Tahltan Training Centre will graduate its first students in August 1991. Nonetheless, local businesses have already offered employment to the training centre's students. The encouragement given by the Tahltan Tribal Council, along with the interest shown by mining companies operating in the area bodes well for its future.

ANNEX A

Types of service work associated with mining operations

1.0 Manufacturing

Core boxes, including storage racks
Wooden ladders
Pallets
Wooden wedges
Survey stakes
Bin boxes
Miscellaneous shelving and racks
Equipment and tool lockers
Steel ladders
Pipe hangers
J-Hooks
Bullhorns
Miscellaneous storage sheds
Ongoing small alterations

2.0 Transportation

Hauling of Fuel and Lubricants
Delivery of general freight
Handling of concentrate
Small bus service to air strip and local assembly points

3.0 Supplies

Food services
Bakery products
Square timbers
Round lagging
Lumber
Plywood
Hardware products, including plastic pipe and fittings
Steel fencing
Steel pipe
Welding Supplies
Fasteners
Hose
Miscellaneous shop supplies

4.0 Other Services

Road maintenance, including snow removal
Pumper tank service for waste products
Portable pressure washer
Camp maintenance and repair service, including painting
Rental of equipment, including light vehicle

TRAINING PROGRAMS IN NORTHERN SASKATCHEWAN

1. INTRODUCTION

In northern Saskatchewan all mines are required, as a condition of their Surface Leases, to maximize the employment of residents of northern communities/reserves. The Government of Saskatchewan, in conjunction with the federal government and the mines, provides a variety of training programs to help attain this objective.

The northern half of Saskatchewan has a total population of 30,000 comprised of thirty-seven communities of about 20,000 people and twelve Indian bands with on-reserve population of 10,000. Approximately three-quarters of the population is of Aboriginal descent.

All operating gold and uranium mines as well as the planned developments have fly-in/fly-out or drive-in/drive-out operations due to their remote location. Air and ground pick-up points throughout the north allow the opportunity for many of the communities to participate in employment at the mines. However, much of the northern labour force is neither sufficiently skilled nor educated to meet the industry demands. Training is the key to greater participation of northern residents.

Two fundamental types of training programs are offered - those delivered at the mining site by the employers and those offered through educational institutes, primarily Northlands College. Northlands College, located in La Ronge with major sub-offices in Buffalo Narrows and Creighton, delivers the training either through its own facilities or, in many cases, brokers programs from the Saskatchewan Institute of Applied Science and Technology (SIAST). Funding for mining programs are often cost-shared with provincial, federal and employer dollars.

Since 1985, the proportion of northern residents employed at northern mining operations has increased from 32% to almost 40% and the number holding supervisory and technical positions has increased substantially. Almost all of the northerners involved in the mining and exploration industry training programs have gained employment. Industry reports that retention rates are very high; after 2 years, 85% of trainees are still employed in the industry. This success can be attributed to several factors including the co-operative spirit, local training with emphasis on reduction of stress associated with geographic and social transition, co-operative on-site training, flexibility and formal commitments.

Various government agencies, training agencies, mining companies and community groups work closely to determine training needs to enhance the employment opportunities of northern people at the mines. Several liaison committees work to achieve maximum local employment. Through these committees, communities are able to comment on the success of training and their potential to provide trainees, to learn about new job opportunities and new training programs and, in some cases, to identify facilities within their towns for locally-delivered training. Companies identify job openings and expected opportunities and suggest new programs and modifications to existing programs based on their experiences. Training agencies design new programs and modify existing programs according to needs of the mining companies and communities.

2. LIAISON COMMITTEES

An example of an active liaison committee is the Athabasca **Project Team**, with representation from all levels of government, local Indian Bands and the mining industry. The Team was formed to respond to the several hundred new jobs which will be created in the mining industry in the Athabascan region over the next five years. The goal of the Project Team is to enable the people of the Athabasca region to more fully participate in the economic benefits and employment opportunities resulting from the region's mineral industry. One plan under review is the development of a staging centre at Wollaston Lake which could accommodate a variety of training courses related to mine employment. Another plan for increasing post-secondary facilities in other Athabasca communities is the provision of space for vocational classrooms in new school facilities.

The **Northern Labour Market Committee** includes delivery agencies, governments, Tribal Councils, non-governmental and private sector representation. This committee invites presentations from the mining industry. As a result of these presentations and continuing consultation, the committee provides useful input to Saskatchewan Education in their preparation of training programs. An April 1991 report, "Regional Planning Profile for Northern Saskatchewan", prepared by Saskatchewan Education describes the demographic and economic profile of northern Saskatchewan and from that information identifies the specific training needs of the mining sector as well as other sectors. Specific recommendations point to the need for skill training as mine workers, mill operators and apprenticable trades. Consultation with the committee and others was critical to the identification of the training needs.

The **Northern Mining Co-ordinator's Committee** is a less formal, but effective, forum of personnel from the various exploration and mining companies, government agencies and community-based organizations. Quarterly meetings allow ongoing discussion of their respective initiatives, successes and problems in the areas of developing northern and Native employment, training and business opportunities. The open and constructive discussion of programs related to recruitment, business opportunities, community consultation and delivery systems leads to more effective training and further northern employment.

3. LOCAL LIFE SKILLS AND TRANSITIONAL TRAINING

Another area of emphasis is local life skills training prior to advanced training in southern communities or employment at the mines. The **Mine-Mill Pre-Employment Programs** have been successfully delivered for several years at Northlands College in Buffalo Narrows. The program is a joint effort with employment guaranteed at Cameco's Key Lake Mine for the successful trainees. The program was so successful at Key Lake that a similar program was introduced at Rabbit Lake. The program is considered a successful model for the hiring of entry-level positions. The graduates of the program have shown ability to advance, interest in furthering their education and a low attrition rate at the mine.

Underground Miner Helper Programs have been delivered by Northlands College on-site at the Hudson Bay Mining and Smelting mine. This successful program was developed in close cooperation with the mining industry and SIAST. Both classroom training and work experience for the 48 trainees are located underground. Northern mine and mining contractor representatives interview trainees for employment opportunities. The industry has expressed the view that this is a priority program that needs to be expanded in order to cater to the planned projects presently under various stages of environmental review.

Transitional Apprenticeship training enables more northern people to succeed in apprenticeship programs and to achieve journeyman status by removing many of the impediments which have been barriers to them in the past. Until the inception of this program the number of apprentices from northern Saskatchewan had been very small, and the number of journeymen even smaller. In 1984, discussions between Saskatchewan Education and Eldor Resources led to the development of the first Transitional Training Program in the North.

One important aspect of this model is its goal to reduce the adjustment stress of geographic and cultural relocation. The training of northern clients is provided in both a geographic and social "transition" from remote to urban settings. The actual schedule of the transition over the apprenticeship levels depends on the progress made by the trainees during the program. Another feature of the model is academic upgrading prior to, and concurrent with, the trades training component of the apprenticeship program. A further related aspect is the provision of ongoing, personal counselling to determine academic, social, financial, or family concerns which are adversely affecting the trainee's program.

This model is illustrated by the program developed in cooperation with Eldor Resources and Saskatchewan Education in which 8 residents of the Athabasca region were indentured and received apprenticeship training. The success of this approach can be judged by the fact that 7 of the 8 trainees have received journeyman status. This is an ongoing program.

4. CO-OPERATIVE TRAINING

Another project promoting local training is the **Athabasca Innovations Project**, a co-operative training-work experience and academic upgrading program involving governments, training agencies, industry and community groups in the far north of Saskatchewan. It placed its first graduates into mine-mill positions in the spring of 1991. By 1992, it is anticipated that up to 45 Athabasca residents will graduate from the program. The majority of the trainees began the program with very limited formal education and work experience.

Another example of combining the co-operative spirit and local training is **Co-operative On-site Training** within the gold mining industry. The gold mining companies have cooperatively trained northerners so that they will be prepared to easily start work at other new mining operations. To date, northerners have received initial on-site training at Cameco's now-closed Star Lake mine for work at Corona's Jolu operation, and others were trained at Jolu for employment at Cameco's Jasper operation. This approach to cooperative training will be an ongoing feature of northern mining.

5. FLEXIBILITY

The ability to focus resources relatively quickly on an identified industry need is also leading to improved training in the north. A **Chemical Laboratory Technician Program** is in progress in the Multi-Purpose Laboratory in La Ronge. This program offered over the last few years was developed in close cooperation with the mining industry and SIAST when the need was identified. All graduates from this work-study program will be offered employment in the laboratories of northern mining operations. As well, graduates will be qualified to seek employment in a wide range of laboratory technical positions. The industry identified the need for chemical technicians, assayers, and environmental technicians. The industry wants to hire local employees to monitor the environmental impact of mining. When local employees can testify to the stringency of environmental regulations and the industry's adherence to required specifications, the industry increases credibility in the local community.

6. GOVERNMENT OF SASKATCHEWAN REQUIREMENTS

In addition to the cooperative spirit, local training, creativity and flexibility, formal agreements to maximize northern benefit raise the level of consciousness with respect to this issue of both the employer and the local communities. Each mining company operating in the north is bound by its Surface Lease to negotiate a Human Resource Development Agreement with Saskatchewan Education. The central feature of these agreements is that employers make a specific commitment to maximize their recruitment, hiring, training, and advancement of northern people at all skill levels of their operation. Under these formal agreements, Saskatchewan Education provides skill training programs for northern residents specific to the companies' needs. With this underlying formal agreement, Saskatchewan Education coordinates the training needs of mining employers with the development and delivery of programs.

7. SUMMER EMPLOYMENT

Another way the mining companies have reached into northern communities for prospective employees is through high school summer employment. This summer Cameco is hiring 32 students to work for 154 hours each at the minesites. The program identifies potential applicants for future permanent jobs and also provides the students with experience and a more informed knowledge of the industry.

8. SCHOLARSHIP AND STUDENT ASSISTANCE PROGRAMS

The industry has provided significant dollars for scholarship and student assistance programs. In 1990, the two uranium operators, Cameco and Amok Ltd offered $40,000 in scholarships and plan to contribute $50,000 in 1991. Hudson Bay Mining and Smelting also has a significant scholarship fund. Other industry dollars are directed to award programs for performance in grades 7 to 12.

9. CONCLUSION

In conclusion, the operator of a new mine in northern Saskatchewan can increase northern employment by identifying his employment requirements to Saskatchewan Education, Canada Employment Centre, Northlands College, the northern communities and NorSask Native Outreach as early as possible. Saskatchewan

Education, through the negotiated Human Resource Development Agreement, will undertake to facilitate targeted training to meet the needs of the companies. Mining companies should continue to provide communities with many opportunities to question, discuss and comment on employment and other mine issues.

MANITOBA LIMESTONE TRAINING AND EMPLOYMENT AGENCY

1. INTRODUCTION

Major construction on Manitoba's huge Limestone Hydro Project on the Nelson River, 750 kilometres north of Winnipeg, began in 1985. Costing approximately $1.5 billion, Limestone is the fifth and largest (1280 MW net capacity) hydro-electric generating station to be built on the Nelson River, a river with a watershed of over 1 million square kilometres and a potential twice that of the Niagara System. The first of the 10 generating units was in service November, 1990 with overall completion stated for 1992.

2. THE LIMESTONE TRAINING AND EMPLOYMENT AGENCY

The Limestone hydro project provided an opportunity to initiate an economic development program which would benefit all Manitobans, with particular benefits for the north and northern Natives. The Limestone Training and Employment Agency (LTEA) established in 1984 was an integral part of this initiative. The largest training program associated with a major construction project in Canada, the LTEA contributed to a marked increase in employment of Aboriginal people, and raised the skill level of the northern workforce.

The Nelson/Burntwood Collective Agreement (NBA) and the Canada Manitoba Limestone Project Agreement provided the framework for the development of enhanced training and employment services for northern Manitoba. The NBA set affirmative action goals for highly skilled trades in response to which the LTEA was established. These goals proved to be somewhat unrealistic given the lack of apprentices in the north prior to Limestone and the length of time required to achieve journeyperson status in a trade.

The LTEA was established quickly and was fully supported by Cabinet. An effective communications strategy was developed to promote the LTEA; however, in hindsight, more extensive consultations with northern Aboriginal groups could have occurred.

The registration of over 5000 northerners for training and employment was one of the most successful public relations efforts connected with Limestone. This success, however, served to raise high expectations among northerners that training at the LTEA would lead directly to employment on the hydro site.

3. OBJECTIVE

The LTEA's objective was to coordinate and, if necessary, deliver training related to the needs of Limestone and spin-off private sector development. Existing educational institutions did not have the resources to develop a large enough inventory of trained northerners, particularly northern Aboriginals. Building a skilled northern labour force required special initiatives with active recruitment and innovative training strategies.

4. RESULTS

As a result of the LTEA's activities, the northern labour force changed from having virtually no skilled tradespersons in 1984 to over 1000 persons registered in apprenticable trades by 1990. The LTEA and the Apprenticeship Branch facilitated changes to the apprenticeship system that permitted the successful participation of northern Natives. Although the LTEA was working against a difficult time frame in graduating journeypersons through a four year training program in time for employment at the Limestone site, a large pool of northern apprentices was created through the LTEA. This is a necessary condition for a sufficient number of northern journeypersons to be available for future hydro or other developments in Manitoba.

The LTEA appeared to be a cost-effective method of training northerners for the hydro site. A Churchill Research Centre evaluation of the LTEA trades training costs was positive in comparison with existing delivery agents in the north. Taking into consideration the affirmative action costs, the longer days in simulated training, and the additional start-up costs involved with the LTEA, the cost comparison indicated very little difference between LTEA delivery and Keewatin Community College (KCC) delivery.

Training and employment support services were essential to reduce attrition among trainees and workers and were largely successful in promoting a smooth transition between living in a northern community and working on a major construction project.

Under the Canada-Manitoba Agreement, job referrals to the hydro site were the responsibility of CEIC. Difficulties with the job referral system of CEIC and the reduced funding provided by the Federal Government under the Agreement were encountered.

As with any project of this nature and magnitude, significant difficulties arose and had to be overcome. Success must be measured in the context of northern conditions prior to Limestone and the inability of existing institutions to prepare northerners for work on a large construction project.

5. SUMMARY

In summary, the LTEA set in motion an unprecedented level of educational activity in northern Manitoba. In the process, many of the complexities which have contributed to the difficulties of mainstream education programs and employment initiatives were identified and in many cases remedied. Given the enormity of the task before it, the LTEA's achievements were considerable and raised substantially the level of skilled labour in the north for any future initiatives, for example the Conawapa Hydro project or other industrial developments.

Condensed from: Limestone Training and
Employment Retrospective Report; by the Conawapa
Education and Training Working Group, January 1991

CANADA-MANITOBA NORTHERN DEVELOPMENT AGREEMENT

1. INTRODUCTION

The Canada-Manitoba Northern Development Agreement (NDA), 1982 to 1989, was a continuation of the earlier Northlands Agreements of 1974 to 1976 and 1976 to 1982. The NDA was administered by the Federal Department of Regional Industrial Expansion (DRIE) and Provincial Department of Northern Affairs. Its stated objectives were: to develop locally based income and employment opportunities in northern Manitoba; to increase participation of the northern labour force in employment opportunities; and, to facilitate increased participation of individuals in northern development by removing physical barriers to human and economic development.

A Program Advisory Committee representing both Native organizations and government agencies was established to review all project proposals and make recommendations.

The federal share of funds allocated to the NDA was not to exceed $173.15 million and the provincial share was not to exceed $88.4 million. The NDA consisted of three major sectors; A. Community Economic Development ($71.8 million), B. Human Development ($144.2 million) and, C. Community Improvement ($38.4 million). The balance of program funds ($7.2 million) was directed to public information, management, administrative and consultation activities of the NDA.

2. SECTOR A: COMMUNITY ECONOMIC DEVELOPMENT

Under Sector A there were 5 principal programs: Community and Regional Economic Planning, to assist identification and development of new employment opportunities; Resource Opportunity Development, to stimulate and respond to local developments particularly utilizing local and regional resources; Northeast Manitoba Development, to implement special measures focusing on the unique socio-economic conditions of this area; Resource Development, to assist developing activities relating to northern resources such as forestry, parklands, wildlife and agriculture; and, Local Government Development, to provide information, training and related assistance to support local government capabilities.

3. SECTOR B: HUMAN DEVELOPMENT

There were six programs under the Sector B Human Development: Canada Career Opportunities, to train indigenous residents for technical positions in Canada's public service; Canada Employment Programs and Services, to provide manpower services to increase northern participation in development opportunities; Indian Professional Development, to assist status Indians obtain post-secondary education; Northern Manitoba Affirmative Action, to increase participation of northerners, particularly of Native ancestry, in technical and professional resource-based opportunities; Relocation and Support Services, to assist in relocation and job-support services; and, Youth Development, to provide opportunities for youth in employment preparation.

4. SECTOR C: COMMUNITY IMPROVEMENT

The Community Improvement Sector C had three programs: Community Services for Northern Indian Communities, to provide basic services like roads, safe water, waste management, fire protection and public works; Community Services for Northern Provincial Communities, to provide service as above to communities under the jurisdiction of Manitoba's Department of Northern Affairs; and Remote Airstrips, to construct and improve airstrips and facilities to remote communities without alternate transportation.

MAY, 1991

NEW DEVELOPMENTS IN ONTARIO, 1991

INTERIM MEASURES AGREEMENT - NISHNAWBE-ASKI NATION

1. BACKGROUND

In 1986, the governments of Canada and Ontario signed a Memorandum of Understanding (MOU) with Nishnawbe-Aski Nation (NAN) to enter into agreements that will give NAN a greater role in the process of decision-making on matters that effect their lives. The federal and Ontario governments recognize that the Aboriginal population, should have a more equitable share of their homeland, and that they should be able to preserve their culture, languages and traditions by virtue of having resided in this land prior to the European settlers. The 1986 commitment was reaffirmed in an Addendum to the MOU in December 1989.

On November 28, 1990, the Governments of Ontario and Canada and NAN signed an Interim Measures Agreement (IMA) on Land and Natural Resources of the part of Northern Ontario that is covered by Treaties #9 and #5. This area embodies all Crown land, including land covered by water, north of the "Height of Land" which divides the watershed of Hudson Bay from that of Lake Superior. Private land, land held in fee simple, and land within organized municipal boundaries are excluded from the agreement. Activities that take place on Indian Reserves are not subject to this IMA, but are regulated separately under the Indian Act. The negotiations that led to the signing of the NAN IMA were chaired and facilitated by the Indian Commission of Ontario (ICO).

The IMA came into effect on February 26, 1991 and will continue to be in effect for three years from its date of signing (November 28, 1990) or until an agreement on self-government is reached, whichever comes first. Self-government negotiations began early in 1991, with Dr. R. Rosehart, President of Lakehead University, appointed as Ontario's chief negotiator.

2. TERMS OF THE NAN INTERIM MEASURES AGREEMENT

The Interim Measures Agreement is a tentative interim proposal with a life of three years. The agreement was meant to ensure that NAN and the 46 communities that fall under its political umbrella will be notified of activities that may have a "significant" effect on them. The government of Ontario has made a commitment to self-government negotiations for the Aboriginal groups, and this agreement is another step towards involving the Native bands in the mineral industry.

Currently, there are several processes that require government agencies to give notice of activities to the general public, through which Native communities may or may not have been informed of the activities on Crown land. This agreement reinforces the notification process, specifically for the benefit of the NAN-affiliated communities. It also provides a forum to resolve local issues with a primary focus on impact mitigation and environmental protection.

Under this agreement, NAN is entitled to be informed of any development, disposition of land, or activities administered by Ontario Government regulations and will have "30 days" to respond to the proposed undertaking.

The agreement does not give NAN direct management of the land and natural resources, but allows for a process to share information, in response to the concerns expressed by NAN and its member communities that, so far, they have not been involved in decision-making processes affecting land and natural resources.

The agreement also provides for the establishment of an IMA group consisting of one member from each of the signatory parties and the ICO as secretary, to provide a forum for resolution of local and regional issues while self-government negotiations are in progress. Final authority over land, natural resources and forms of government are issues that will be discussed and negotiated during self-government talks.

3. REACTION FROM THE MINERAL INDUSTRY

There are three key elements in the NAN Interim Measures Agreement that concern the Mineral Industry:

1) the definition of "significant activities",
2) the period of "30 days" that NAN can have before responding to a notice of an undertaking, and
3) the issue of confidentiality.

1) Definition of Significant Activities

The IMA suggests that the "significance" of an activity should be considered in the context of values measured by the First Nations. For example, any activity that may affect traplines, ceremonial grounds, traditional hunting, fishing and harvesting should be considered "significant". In order to determine whether or not an activity is "significant", factors such as duration, size, and extent of the activity, proximity to a NAN community, and involvement of residents external to the NAN communities must be taken into consideration.

The reaction of the mineral industry to the above is that a much more specific definition of "significant activities" is needed for the mineral industry to plan exploration projects.

Their suggestion has been to only consider work done in the stage of "advanced exploration" to be activities that may significantly impact on land. Industry believes that activities that do not require a work permit such as line cutting, geophysical surveys, claim staking, etc. should be exempt from the "significant activity" definition. These activities are currently exempt from the NAN process.

2) The Process of Notification and The 30-day Response Period

Once an activity is deemed to be significant, the process of "Notification" begins. The government agency which is charged with the issuance of permits and licences is responsible to give notice to NAN and/or NAN communities. In most cases, disposition and developmental activities involve more than one ministry, in which case each ministry is required to send notification to NAN for the component that they are responsible for. This exercise can be coordinated and notification processes combined.

The following applications are considered to be major activities which may have significant impact and therefore require notification. Please note that this is not an exhaustive list:

- Land use permits
- Leases
- Harvesting-of-wild-rice permits
- Commercial fishing licences
- Forest management agreements
- Timber management plans
- District cutting licences
- Work permits (Public Lands Act)
- Permits to take or discharge water
- Licences pursuant to the Lakes and Rivers Improvement Act
- Trapping licences
- Certificates of approval
- Tourist establishment licences
- Exemption from and designation under the Environmental Assessment Act
- Mining leases (Granting of Mining Leases is not discretionary. Once a company or corporation has performed work in accordance with prescribed requirements, it has a legal right to obtain a lease; the IMA does not change these legal rights.)
- Hydro electric development and transition corridors under consideration
- Provincial park sites
- Waste storage sites under consideration
- Changes in municipal boundaries

Example: a bulk sampling exercise in an advanced exploration project will require the following applications and notifications:

- A letter of permission to bulk sample from the Ministry of Northern Development and Mines (MNDM)
- Work permit, water crossing access road permit, and waste storage dump from Ministry of Natural Resources (MNR)
- Water take permit, sewage permit, and waste storage site, Ministry of Environment (MOE).

As soon as an application is made to the government agencies, notice should be given to NAN and NAN communities. At the same time, the private sector should be encouraged to keep the local people informed of their planned undertaking.

The government agency shall not proceed with the issuance of permits and licences for a period of 30 days after the notification. There are exceptions to these rules; in the case of major undertakings, 30 days will not be enough to assess the impact of the project. In some special circumstances, when the progress of the project will be significantly prejudiced by a 30-day delay, a shorter time frame of notification may apply.

The notice given from the government agency should contain sufficient information in order to enable NAN to assess the activity. If the government fails to notify NAN of a certain activity, the First Nations can bring the matter to the attention of ICO and/or the IMA group.

The IMA does not provide NAN and NAN communities with any additional measures to affect the progress of an activity, other than the ones that were available to them prior to the signing of this agreement.

The mineral industry has expressed great concern about undue delays that may arise from this 30-day response period, and that timely issuance of permits and licences will be jeopardized. Under some circumstances they foresee that, if the information provided in the notification does not enable NAN to evaluate the project, the 30-day period allowed for a response may extend to a much longer term.

The mineral industry is also uncertain as to the future progress of a project should NAN disapprove of it. This has proved to be a legitimate concern. Already, an exploration project within the NAN area has been put on indefinite hold, since the local band has indicated that it will take whatever action is necessary to block the issuance of permits.

Mineral industry representatives have asked that, in order to minimize the waiting period, the 30-day period should be counted immediately after the application is made, rather than from the time the government sends the notice to the First Nations. There is also concern expressed that if the number of notifications sent to NAN rise, the amount of paper work may become unmanageable and thus result in further delays stemming from administrative bottle-necks.

3) Confidentiality

The NAN IMA provides some protection for confidential activities. This agreement states that information that is by law privileged or exempt from disclosure, can be kept confidential.

Staking of claims and airborne geophysical surveys are considered confidential by most companies, and since they don't pose a significant impact on the land, they don't require notification. However, the exploratory work that follows after obtaining the mineral rights of a parcel of claims may have significant impacts and will require notification. Similarly, early stage exploration may not have a significant impact on the land, but, if due to discovery, exploration activity escalates mid-season, new work permits may be required which can both delay the progress of the project and jeopardize confidentiality of very sensitive activities.

The suggestion from the mineral industry is that sensitive information should not go beyond government agencies and if there is an absolute need for notification of such activities, a formal confidentiality agreement be signed with NAN.

4. REMARKS

Since the NAN IMA came into effect in February 1991, all signatories of the agreement are continually evaluating the practicality of implementing such an agreement, and trying to remove its flaws.

After extensive consultation, the Ministry of Northern Development and Mines and the Ministry of Natural Resources have recommended all of the activities listed below, which require a work permit, be defined as "significant", and thus be subject to notification:

- all work required under the Part IX of the new Mining Act (Reclamation and Rehabilitation),
- all bulk sampling of more than 10 tonnes of material,
- all disruptive activities such as lines cut at more than 1m width and spaced at less than 20m intervals, clearing, mechanical stripping, mechanical trenching,
- activities that require use of heavy machinery,
- drilling,

- road and bridge construction, and
- long-term camps.

It is anticipated that after at least one year of the implementation of the NAN IMA, the signatories will be in a better position to revise the terms of the agreement for future negotiations and formulation of subsequent policies.

FRAMEWORK AGREEMENT AND INTERIM MEASURES AGREEMENT WITH FIRST NATIONS NORTH OF LAKE SUPERIOR

Six First Nations north of Lake Superior and the Governments of Canada and Ontario have signed agreements to begin negotiations on land and larger land bases for the communities. The First Nations are part of the 1850 Treaty Council, and negotiations were facilitated by the Indian Commission of Ontario which will continue to assist in these negotiations, and negotiations for self-government in the future.

The Interim Measures Agreement will be in force for two years, or until negotiations under the framework agreement are settled. The IMA sets up a process by which the First Nations will be kept informed of developments on Crown land that may have a significant impact on the First Nations within the area covered by the IMA.

The First Nations will be informed of "significant developments" and will have a 60-day period in which they can make known their concerns about the proposed development.

Mining related activities are excluded from the IMA at this time, but are the subject of on-going negotiations. The exclusion is meant to allow time for discussions aimed at determining how best to include the mineral industry in the agreement, recognizing that these agreements cause significant difficulties to the mineral exploration industry in particular.

APPENDIX F

MINERAL ASSOCIATIONS' INVOLVEMENT WITH ABORIGINAL PEOPLE

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MINERAL ASSOCIATIONS' INVOLVEMENT WITH ABORIGINAL PEOPLE

1. INTRODUCTION

There are a number of associations in Canada which have been organized to represent the interests of various aspects of the mineral development industry. These organizations, national, provincial and territorial, were contacted in late May 1991 to ascertain what, if any, of their programs were directed towards Aboriginal peoples.

From the following list it is clear that a good number of associations are attempting to ensure that Aboriginal people are more aware of the mineral development industry.

The list primarily represents initiatives underway at a recent point in time. As a result, it may not capture all existing initiatives. More importantly, however, it provides a better understanding of what is and can be done to help increase the participation of Aboriginal people in mining.

2. MINING ASSOCIATIONS

Mining Association of Canada (MAC), Ottawa
Prospectors and Developers Association of Canada (PDAC), Toronto

These two national associations have adopted a joint approach when dealing with matters pertaining to Aboriginal peoples in the Yukon and Northwest Territories.

Seminars on Land Claims and the Mineral Industry

. a series of seminars bringing industry, government and Aboriginal association representatives together to discuss the potential effects on the mineral industry of land claims in the Northwest Territories and Yukon

Joint Aboriginal/Industry Working Groups

. started as a result of the seminars on land claims
. consisting of representatives from various industry associations, Aboriginal organizations, and companies
. an Inuit Mining Familiarization Program to provide participants from the eastern Northwest Territories with a firm grounding of mining in the north, is in the process of being developed

For information call: MAC (613) 233-9391
PDAC (416) 362-1969

Ontario Mining Association (OMA), Toronto
Prospectors and Developers Association of Canada (PDAC), Toronto

Contact with Aboriginal People

. letters have been sent to Indian bands throughout Ontario by the OMA explaining what the OMA is and offering information on the mineral industry in Ontario

Possible Seminar on Mining in Northwestern Ontario

. the OMA and PDAC are jointly involved in early planning, with a number of Indian bands in Northwestern Ontario, to investigate the possibility of developing a seminar on the mineral industry in this province

For information call: OMA (416) 364-9301
PDAC (416) 362-1969

Mining Association of Manitoba (MAM), Winnipeg

. although MAM is not presently involved in programs targeted specifically at Aboriginal people, they have in the past sponsored programs such as: prospecting courses, cross-cultural courses, job training programs and outreach recruiting all of which were designed to increase the level of participation of Aboriginal peoples in mining

For information call: MAM (204) 942-2789

Uranium Saskatchewan, Saskatoon

Uranium Today

. a trailer unit which tours the province providing information about the uranium industry to schools, community groups and the public
. while not specifically targeted at Aboriginal people, Uranium Today is available to visit reserves and Aboriginal communities

For information call: Uranium Sask. (306) 242-8222

Mining Association of British Columbia (MABC), Vancouver
British Columbia and Yukon Chamber of Mines (BCYCM), Vancouver

The Mining Association of British Columbia and the British Columbia and Yukon Chamber of Mines have jointly participated, together with members of the forestry and fishing industries, in a series of meetings with Aboriginal groups from across British Columbia. The meetings provided valuable opportunities for key representatives from all groups to develop a working rapport on which to base future discussions. Additional forums of this type may take place in the future, building on the success of the initial meetings.

For information call: MABC (604) 681-4321
BCYCM (604) 681-5328

Northwest Territories Chamber of Mines (NWTCM), Yellowknife

Mineral Industry and Northern Employment and Safety Committee (MINES)

. the NWTCM is involved in the MINES Committee along with representatives from government departments, the local college and Aboriginal organizations, who are interested in both training and mining

. meets regularly to discuss ways of developing and bringing in programs designed to train Aboriginal people for employment in the mining industry

. through the initiatives of the MINES Committee the following training programs are offered or under consideration:
- a Mill Operator training program through Arctic College
- an entry level pre-employment program offering courses covering a variety of subjects including academic upgrading and mining orientation has been proposed, with a start up date of September 1991
- a Prospectors Training program to start in 1992 has been proposed

For information call: NWTCM (403) 873-5281

APPENDIX G

SUMMARY OF RESPONSES TO QUESTIONNAIRES ON ABORIGINAL PARTICIPATION IN MINING

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SUMMARY OF RESPONSES TO QUESTIONNAIRES ON ABORIGINAL PARTICIPATION IN MINING

1. METHODOLOGY

When developing the work-plan for the second phase of the study on Native Participation in Mining it was apparent that, in order to fulfil the objectives as set out by the Mines Ministers in 1989, the Sub-committee would have to consult with both the industry and the Aboriginal people. Given the Sub-committee's minimum financial resources, it was only possible to contact selected producing mines and Aboriginal communities or reserves associated with these mines.

During the development of the questionnaires and the selection of companies and communities/reserves to be surveyed, the Sub-committee was generously supported and assisted by both the national Aboriginal associations (the Inuit Tapirisat of Canada, the Assembly of First Nations and the Native Council of Canada) and the mining associations (Mining Association of Canada and the Prospectors and Developers Association of Canada).

Each jurisdiction selected both the producing mines (and in one case, exploration companies) and the communities or reserves to be contacted.

Two questionnaires were developed by the Sub-committee; one for mining companies (Addendum A, p. 115) and a very similar one for Aboriginal reserves and communities (Addendum B, p. 123). The completed forms were sent to the Sub-committee representative from the Department of Indian Affairs and Northern Development who co-ordinated both this summary and the analysis (Appendix H, p. 133).

Representatives from 28 mines located in Alberta, British Columbia, Manitoba, New Brunswick, Northwest Territories, Saskatchewan and Yukon completed the questionnaires. Three other companies responded that they either had no Aboriginal participation or did not keep employment records differentiated by race, and thus did not complete the questionnaire.

Responses were received from 20 communities and reserves in British Columbia, Northwest Territories, Saskatchewan and Yukon.

All information was provided on the basis that data on individual operations or communities/reserves would be kept confidential.

2. SURVEY RESULTS

2.1 Introduction

The following summary of the responses to the questionnaires groups data and comments on the issues under broad headings. The information from both companies and communities/reserves is included and, where appropriate, these have been identified separately. However, it is important to note that not all respondents answered all questions.

During compilation of the survey results from the mining companies, it became apparent that there were significant differences between fly-in/fly-out and townsite operations. These differences are reflected in this paper. Although both Aboriginal communities and reserves were surveyed, there were no appreciable differences in the responses that were received, hence they are not differentiated.

Inevitably, the need to generalize and group responses means there is some loss of specifics and omission of detailed comments. It is recognized that some of the detailed comments omitted relate to issues which are particularly important in individual cases.

However, it is intended that this summary capture the essence of the data and comments contained in the questionnaires.

2.2 Aboriginal Exposure to Mining Operations and Aboriginal Employment

With three exceptions, all communities and reserves had residents involved in, or exposed to, some aspect of mining. Therefore, their perceptions of the industry are based on actual experience. One community has had no previous experience with mining but is currently involved with new mining activity, thereby providing an example of involvement in the early stages of development.

Aboriginal people indicated that they are, or have been, employed directly throughout company operations and through supporting contractors or businesses. The activities included Exploration, Development and Mining/Milling on a part-time, full-time or seasonal basis. The activity most commonly identified by them was Mining/Milling.

The two jobs most frequently identified as being filled by community/reserve residents were Labourer and Truck Driver/Equipment operator followed by Camp Worker, then Trades, Clerical, Maintenance Worker, Apprenticeships, Food Services, General Construction/contracting and Site Security.

Other jobs mentioned included pilots, employment coordinator, underground mining labourer, driller and driller's helper.

Company responses covered open-pit and/or underground mines; mines producing a range of commodities (primarily precious and base metals, uranium and coal); exploration, development, mining/milling and other activities; part time, full time and seasonal employment; townsite and fly-in/fly-out operations (one company indicated that it was both a fly-in/fly-out and a townsite operation[7]); and, operations in several political jurisdictions and geographical regions of Canada.

Seventeen companies indicated that they had employed Aboriginal people in 1990 while one reported it had never employed Aboriginal people and three did not know. The main jobs filled by Aboriginal employees directly hired by the companies were Truck Driver/Equipment Operator, then Labourer and Trades, followed by Clerical, Maintenance Worker, Camp Worker, General Construction/contracting, Apprenticeships, Management, Food Services and Site Security. A number of other jobs were identified including miners and underground miner trainees, carpenters, mill and process plant operators, technicians and personnel, recreation department and training staff. Aboriginal people are employed in a broader range of activities in fly-in/fly-out operations than in townsite operations.

Several companies who responded indicated that they do not keep statistics on the basis of race or creed. It was also noted that statistics may show jobs filled by Aboriginal employees but do not show total Aboriginal employment at any particular time. Given these limitations, quantitative measures of Aboriginal employment are impossible. In some cases companies indicated that the information provided may not be representative of the actual situation.

2.3 Progress of Aboriginal Employees

Several companies reported that Aboriginal employees who had taken training had progressed to the top of their pay scales. In some cases, they advanced into more senior positions, both technical and supervisory, without problems. Other companies reported difficulty or no success with apprenticeship programs due to the fact that Aboriginal employees had a high turnover rate. Some companies did not have specific information on

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[7] This company exhibited more of the characteristics of a fly-in/fly-out operation and has been included as one for the purposes of this study.

Aboriginal employees. However, they expressed the opinion that Aboriginal employees would progress the same as other workers through the normal progression provisions of the collective agreement or through skill and ability or merit in staff and training positions.

The perception of Aboriginal people on this issue in some cases was similar to that expressed by the companies i.e. they were positive about the prospects for advancement. They recognized that the difficulty of some Aboriginal employees to maintain continuous employment makes advancement difficult in a unionized operation. In other cases, Aboriginal people expressed a sense of rejection (even after taking training) or saw little opportunity for progress or advancement. In part, they attributed this to a lack of education and/or experience.

2.4 Aboriginal Business Contracts With Mining Companies

Company contracts with Aboriginal businesses were most frequently for Line Cutting/Geophysics, Trucking Services and General Construction/contracting. One Saskatchewan mine reported that its surface lease requires contractors to maximize their Aboriginal workforce content. In other cases in Saskatchewan, Alberta and British Columbia, conditions regarding northern employment and northern sub-contractors and/or the use of Aboriginal people were noted as being an important part of the bid process and contracts.

Companies identified a range of problems related to the employment or contracting of Aboriginal employees including absenteeism and turnover, alcohol and drug problems, work attitudes, cultural differences, skill levels, higher costs and union barriers. Remedies to these problems included counselling, training, dismissal in line with company policy, provision of country foods and northern TV and more attention to recruiting of new employees. It was pointed out that a number of these problems applied to all employees, not only to Aboriginal employees.

Perception by hamlets/communities of the problems encountered was similar on some issues but also included lack of training, discrimination, no promotions, health problems and social and family considerations.

2.5 Barriers That Inhibit Aboriginal People From Participating in Mining and Related Activities

The three factors most commonly identified by the mining companies as inhibiting barriers were: Lack of experience, No desire to work in a mine and Limited access to required education/training. Other factors identified much less frequently were: Availability/cost of transportation, Language difficulties, Misunderstanding of application/interview procedure, Union membership regulations, Not being informed of job openings and Peer pressure. In addition, individual companies identified lack of interest in entry-level jobs, discrimination, cultural differences and fear of approaching a mining company for employment.

Communities and reserves also identified Limited access to education and Lack of experience as two major impediments. Other barriers identified as being significant included Not being informed of job openings, Availability/cost of transportation, Language difficulties, Misunderstanding of application/interview procedure and Union membership regulations. Additional factors identified included lack of interest in mining and concerns about the impact of mining development in a region.

2.6 Barriers That Prevent Companies From Hiring Or Contracting Aboriginal People

Three barriers were identified most often by companies: Lack of experience, Very few or no job applications from Aboriginal people and Inadequate education. A number of other barriers were mentioned, some of which were very important for a particular mine e.g. distance from communities in the case of a remote northern mine. Another company stated that it was fully mechanized with no labourer positions.

Aboriginal people most frequently identified Inadequate education and Lack of experience followed by the Cost of training, Very few or no job applications submitted by Aboriginal people and Language difficulties. Other barriers mentioned were no desire to work in a mine, restriction of Aboriginal employees to short term, labour-intensive type of jobs and sub-contractors who bring in personnel and don't hire locally.

2.7 Education

Companies were asked to specify the minimum level of schooling required for lowest entry-level employees i.e. this applied to all employees, not just Aboriginal employees. Individual companies outlined requirements varying from no minimum or no criteria to Grade 12. Some indicated flexibility in the educational requirement but had other basic requirements e.g. ability to read/write/communicate in English, math skills, motor skills, etc. In two cases, requirements for the mill were specified as Grade 10.

Four companies indicated that they hired employees not literate in English or French. None of the companies provide language training but in some cases translations of memos, notes and signs are made and interpreters are provided when required.

Communities and reserves indicated that the average level of schooling attained by their people ranged from Grade 4 to Grade 12. However, many indicated that the average level of schooling attained was Grade 10 or less. The minimum level attained by those hired by the companies ranged from Grade 4 to Grade 12.

Complete secondary education is available in six communities/reserves but is not in 14 others. For the most part, reaction was negative to students having to leave home to complete their secondary education. However, some accepted the fact that options were limited and one believed that it provided exposure to a larger community and varied cultural groups.

Adult education was available in most of the communities which responded and has been used to obtain employment in mining by the residents of some communities and reserves. A problem identified in one specific case was that of insufficient demand i.e. people who upgraded themselves were waiting for jobs while more were training.

Academic and trades training of various types was, or is, available to many communities, either in the community or elsewhere. Some problems were identified with respect to funding and also with respect to sending young people out for training.

2.8 Program Assistance

Three-quarters of the companies were aware of federal, provincial/territorial or local programs available to assist Aboriginal people in gaining employment, training or skills development. Of these, the majority had used provincial/territorial programs. There was a more or less even division between those who used the federal and local programs and those who did not. Overall, fly-in/fly-out operations appear to have used government assistance programs more often than townsite operations. Little information was provided on the specific programs used or the results achieved.

Most communities and reserves were aware of programs to assist Aboriginal people and about half had used them.

Most communities and reserves were also aware of the programs or services designed to assist Aboriginal people with business development and, of those aware, about one-half had used them. One respondent noted that area people lacked the assets which seem to be a must for all governments in giving loans and grants.

2.9 Company Training

Less than half of the company respondents indicated that they had initiated training, education or skills development programs for Aboriginal people. Most of those who did were fly-in/fly-out operations.

The range of training undertaken covered pre-employment, academic, on-the-job, trades and company orientation. Some internal company training was given at the minesite while other training was provided in cooperation with government and/or colleges or with other operating mines. Companies considered most of the training to have been very successful.

Several communities and reserves were unaware of whether or not companies had training programs. Where they had experience with company programs, their comments tended to be positive. However, some problems were noted. In one instance, most trainees did not continue on with the company after the completion of their training.

2.10 Unions

Most townsite operations which responded were unionized while most fly-in/fly-out operations responding were not. The collective agreement at one Saskatchewan fly-in/fly-out mine includes a northern preference section which sets out specific objectives and commitments with respect to the hiring, training, promotion and recall of northern/Aboriginal employees. A special apprenticeship program for Aboriginal apprentices has been negotiated at another Saskatchewan mine.

2.11 Communications

Most companies reported that they employed a mix of local and non-local English/French media when advertising job openings or publishing other notices. Three use local Aboriginal language media and one uses non-local Aboriginal language media. Other companies relied on unsolicited applications, local phone calls, university interviews, Employment and Immigration Canada (EIC) and recruitment agencies.

Communities and reserves became aware of different stages of mining operations through company contacts, English/French media, Aboriginal language media, the licensing process and other indicators of company activity. Assessments of the adequacy of company communications efforts ranged from unsatisfactory to very good. One respondent reported that communications with a local mine had improved over time.

Recommendations made by individual communities and reserves on how to maintain the information flow from the companies included: providing northern band and hamlet offices with access to all developments in the north relating to mines; keeping northerners informed through local offices and media from Day 1 of company activities; company meetings with municipal councils, trappers, fishermen and the general public; consultation with band leaders and site visits. One band reported that it had taken the initiative to improve communications rather than waiting for the company.

2.12 Hiring of Aboriginal Employees

Hiring

One-quarter of the companies had people of Aboriginal ancestry on their hiring staff. Several companies used agencies or other third parties, in some cases Aboriginal-owned, to hire Aboriginal employees. None used agencies exclusively for hiring. Other agencies used by companies included Northern Outreach Services, Canada Employment and Immigration Commission, band offices and, in one case, the territorial government.

Interviewing

Companies used a combination of formal and informal methods to interview potential employees including telephone calls, in-person interviews, resume checks and aptitude tests.

English was the predominant language used although Aboriginal languages were used in some cases in Saskatchewan and the Northwest Territories and French was used in New Brunswick.

In-person interviews for townsite companies were held predominantly at the minesite whereas fly-in/fly-out companies tended to use the local community/reserve facilities or company headquarters. Other locations included Native Outreach offices, university and colleges and employment offices in towns and other cities when required.

2.13 Accommodation of Traditional Pursuits and Cross-cultural Awareness Training

Type of Operation and Provisions for Aboriginal Employees

Responding companies included camp fly-in/fly-out operations, camp bus-in/bus-out operations and townsite operations with private and bus transportation (subsidized in some cases). As noted previously, one company indicated that it was both a townsite and a fly-in/fly-out operation. Provisions to allow for the practice of traditional pursuits by Aboriginal employees include special shift schedules and rotation programs and the provision of opportunities to speak their language, play cards, communicate home by radio and pursue hobbies. One company provides for early leave of absence and special leave of absence for hunting under certain circumstances.

Work Rotations

Work rotations were reported only by fly-in/fly-out operations. The length of the rotation varies from mine to mine based on such criteria as position held (senior management, department head), department and location of hire (southern or northern).

In some cases, shorter rotations are provided for Aboriginal employees. At some other operations, the rotation accommodates Aboriginal employees but was not established specifically for this purpose.

Native Affairs Coordinator

Almost one-quarter of the companies responding employ a coordinator. All are employed by fly-in/fly-out operations and all except one were of Aboriginal ancestry. Coordinators are involved in a wide range of activities including the recruitment and hiring of Aboriginal employees, development of northern and Aboriginal business, liaison with community leaders and local people, working with government agencies to plan and coordinate Aboriginal training and assisting Aboriginal employees with problem solving.

Of the communities and reserves which had contacts with coordinators, most experience tended to be positive although in some cases contacts had been limited.

Half of the communities and reserves did not know if companies had made efforts to accommodate traditional pursuits of Aboriginal employees and/or cultural differences between Aboriginal and non-Aboriginal workers. About one-quarter were aware of company efforts to accommodate Aboriginal interests and generally commented favourably on these efforts.

Cross-cultural Awareness Training

The majority of companies do not provide cross-cultural training for Aboriginal or non-Aboriginal employees. Relatively more fly-in/fly-out companies provide it than townsite companies. One company assessed results as being limited due to high turnover rates and absenteeism although the programs resulted in a better understanding of both cultures. Another company rated the training as being very effective.

More than half of the communities and reserves were aware of company cross-cultural training programs. One commented that company personnel should have to go through training as well as Aboriginal employees.

2.14 Company Information/Consultation Processes

Prior to the commencement of their mineral-related activity, more than one-half of the companies undertook consultations with Aboriginal individuals, communities or groups. The majority of fly-in/fly-out operations undertook consultation as did about one-half of the townsite companies. Methods used by the companies included company visits, presentations and discussions with individuals and communities, public hearings, a formal consultation process, tours and site visits and discussion of business and employment opportunities. In one case, a company hired Aboriginal people to act for it during hearings and to represent it during visits to northern communities.

Consultation with communities are being undertaken by most of the fly-in/fly-out operations and approximately one-third of the townsite operations. Consultation is both formal and informal e.g. meetings by a Northern Native Liaison Officer with Aboriginal and community officials regarding an expansion; regular meetings of an Aboriginal/corporate Community Liaison Committee; ongoing consultations with tribal councils; scheduled meetings to discuss mutual concerns; council minesite visits and scheduled periodic tours by local residents (3-4 times/year); proactive communications and consultations on present activities and future plans, primarily environmental issues. One company noted, however, that it received little response from Aboriginal people to a public meeting it held. In addition, it did not have any response to its request for applications to work on its property.

More than half of the communities and reserves indicated that a company was currently undertaking ongoing information/consultation processes with them. The nature of the processes being followed reflect those outlined by the companies. In one case, it was indicated that the meetings are of an adversarial nature.

2.15 Socio-Economic Impact Studies and Agreements

Socio-economic Impact Studies

Prior to the commencement of mineral activity, most of the fly-in/fly-out operations and about one-half of the townsite operations conducted socio-economic impact studies of the area to be affected by their operations.

Most of the identified impacts were positive in nature. Examples from the studies include: increased local business opportunities; the provision of jobs for local residents; training opportunities for local residents; and, improved transportation. Some studies identified measures to assist Aboriginal peoples including the need for access to a northern office and a Native coordinator/recruiting office, special work rotation, northern pick-up points and provision of air transportation and preference for northern contractors. In some cases, impacts were predicted to be minimal because of pre-existing operations. One study predicted that rotation-style employment would have a negative impact on families.

Socio-economic Agreements

About two-thirds of the fly-in/fly-out operations entered into socio-economic agreements as well as almost one-half of the townsite operations. Of these agreements, one-half were negotiated because of government mandate and the balance were voluntary. Signatories most frequently were the company and the provincial or territorial governments although in some cases they included the federal government and, in one case, included a community/reserve.

Company obligations vary between agreements and include such provisions as maximizing the employment of local area residents and the use of local businesses, providing annual progress reports to governments, maximizing social and cultural benefits while minimizing adverse social and cultural impacts, restricting production to maximize mine life, use of Canadian ships, goods and equipment, and minimum annual exploration expenditures. Some agreements set targets for the use of local goods and services from a specific jurisdiction or region, including provisions related to Aboriginal employment and businesses.

Under one agreement, government was required to build and operate public infrastructure. In another, government obligations included providing training programs related to the needs of heavy industry, providing the company with information on qualified residents and pertinent assistance programs and publishing a quarterly newspaper.

Most companies considered that their agreements had been effective although one reported only minimal success with employment aspects. One company stated that, because of its agreement, it had made a more conscious effort to maximize the use of local labour and business with the result that all of the agreement obligations had been achieved.

Results of socio-economic agreements reported by communities and reserves included provision of information and employment to those seeking work and a specific instance of hiring local people. One respondent indicated that one company, because of its agreement, is now forcing its contractors to hire northerners.

2.16 Business Partnerships, Joint Ventures and Financial Agreements

Almost half of the companies have entered into business partnerships, joint ventures or other types of financial arrangements with Aboriginal people or Aboriginal-owned businesses. These have covered bussing, timber clearance, conveyor clean-up, housing, trucking, security and janitorial services, line-cutting and road maintenance. Some companies indicated discussions had been initiated to involve Aboriginal people in joint-venture participation in exploration, modernization projects and mine development. One indicated a willingness to involve a local band as an equity partner if this was compatible with the band's long-term plans.

2.17 Benefits to a Company from Participation of Aboriginal People

Only two companies, one an exploration company, stated that there was no benefit. All other companies indicated that there were benefits from Aboriginal participation. The benefit identified most often was Good Business Practice. Following this were Access to Local Workforce and Better Public Image, then Cooperative Approach to Exploration and Access to Government Programs followed by Better Labour Relations and Good Bottom Line.

Lower Operating and Transportation Costs and Nearby Sources of Goods and Services were identified by most fly-in/fly-out operations but not by townsite operations.

Other benefits mentioned were more stability and smoother operations and the economic benefits of local purchasing. Two companies indicated that they felt a sense of obligation to involve Aboriginal people in their operations.

2.18 Costs to a Company of Participation of Aboriginal People

Several companies indicated that there were no additional costs. Other companies identified Higher Costs (Lower Productivity) and More Complex Personnel Relations as the main costs of Aboriginal participation. Several companies specifically identified training as a cost. However, one company noted that other than original program training costs, employing Aboriginal people has resulted in no other cost to its operation. The company continued that, since a large portion of the training was funded by government agencies, it was not a major cost to the company.

2.19 Benefits to a Community/Reserve of Participation in Mineral Activities

Some communities and reserves stated that there were no benefits. The main benefit identified most often was Employment Opportunities, followed by Increased Cash Infusion and Training and Development of Transferable Skills, then Improving Quality of Life, Local Business Opportunities, Improved Air Services and Communications. Other benefits identified included company donations for local recreational or other facilities and mine visits for children.

2.20 Main Costs to Individuals of Participation in Mineral Activities

Some communities and reserves stated that there were no costs to individuals. Others identified the main costs as Increased Social Problems, Increased Health problems and Increased Family Problems followed by Loss of Ability to Practice Traditional Pursuits. Additional costs identified were seasonal employment, having to relocate, personal costs (transportation, vehicle wear) and family separation due to work rotations. One observed that some of the identified problems may have increased during mine employment but that they existed before the mine was developed and could worsen when the mine closes. Another stated that the individual must take responsibility if the social costs are too high, not the employer.

2.21 Main Costs to the Community/Reserve of Participation in Mineral Activities

A number of communities said there were no costs. Major costs identified by others were Problems with maintaining traditional pursuits, including Loss of Wildlife, Change of Wildlife Migratory Patterns and Disruption of trap lines. Slightly less frequently identified were Environmental Problems including Water Pollution and Soil/Subsurface Pollution. Other costs identified were spiritual loss due to exploration in an important cultural area and not enough protection for Indian pursuits (too many hunters and fishermen in the area).

In several instances, the communities/reserves notified the company of the problems and in two cases the provincial/territorial governments also were notified. They reported that a number of the companies took, or are taking, some action to mitigate the adverse effects of their operations, including water sampling and paying annual compensation. One company is making efforts to minimize pollution while keeping the community informed of its plans. It is also considering some form of compensation for disruption to traplines.

A number of companies indicated that no concerns had been identified to them. Environmental concerns identified to other companies related to drilling, tailings disposal and dust; pollution of traditional fishing waters; hauling of toxic substances; health and safety; concern over emissions; and, air and water control. Fear of the unknown effects of radiation was identified by one company. Another company stated that concern about a food fishery arose due to lack of understanding of the company's water recovery program. This is now being addressed through proactive communications and site tours for Aboriginal people. Other problem areas identified to companies related to the maintenance of traditional pursuits, lack of community involvement in the operation and increased health and social problems.

2.22 Aboriginal Attitudes on Participation in Mining

Several communities were very positive about employment in mining, in some cases linking it to the need for jobs and the need to support traditional activities. Others indicated that their approval of mining was conditional, depending upon such mitigating factors as the provision of training, a shortened work week or assurance of no unacceptable long-term social or environmental impacts. In one case, the band emphasized the need to share in the profits of mining and to be involved in planning and operations since it will still be there once the mine goes.

Some negative attitudes were expressed based on lack of business and employment opportunities; concerns raised by TV/media reports; and, pollution fears. One community indicated that the benefits from relatively limited local employment were outweighed by the cost of having a mine nearby. One comment was to the effect that the companies only provide labour opportunities for Aboriginal people, they make money and then move on. Two responses indicated no desire to be involved in mining, one preferring to take advantage of other opportunities in logging, sawmills, food and fish which are considered to be more promising.

2.23 Factors to Increase Participation Levels

Communities and reserves identified Increased Education/Skill level most often as a major factor which would contribute to greater Aboriginal participation. Other factors which ranked about equally were Increased Opportunity for Aboriginal Participation, Increased Access to Education/Training, Recruitment Procedure of Company, Community Understanding of Mineral Activities and Company Policies. Identified less often were Government Policies and Programs and Aboriginal Communities Closer to Project. Other factors mentioned included union requirements, creation of a cooperative environment in which to work, mine tours and sponsorship of recreational facilities on a reserve. Three said that there were no factors which would increase Aboriginal participation.

Companies also identified Increased Education/Skill level most often as a major factor which would contribute to greater Aboriginal participation. Another factor frequently identified was Community Understanding of Mineral Activities followed by Increased Access to Education/Training, Increased Opportunities for Investment, Aboriginal Communities Closer to Project, Company Policies, Recruitment Procedures of Company and Government Programs and Policies. Additional factors identified by companies included improved motivation and initiative by Aboriginal people to obtain employment; more housing available for Aboriginal employees; and, increased acceptance by Aboriginal people of progression from low-level jobs to better ones and longer term commitment to the employer. One recommendation was to increase awareness and understanding of the mining industry by students through classroom projects which would include field trips to local operations.

2.24 Further Comments

Both questionnaires provided a section for summary comments or statements on anything which the communities and reserves or the mining companies felt had been missed or inadequately covered. The following summary includes comments from individual mines or communities and reserves which address issues not covered in the previous responses. Comments which only restated or elaborated on previous answers are not included.

Communities:

Aboriginal people want employment, not welfare.

There is a concern about the environment but there is also a desire to be part of a wage earner group. Since trapping and fishing are no longer viable in the region, mines offer an alternative source of income even though many people would rather not work there because it means leaving home.

Cross-cultural training should be implemented by someone who is unbiased. Employment should not be offered to either southerners or Aboriginal people if they refuse to take the training.

Annual surveys should be done in each community to determine local interest in obtaining employment and in what field. The mine and the community should negotiate with the two levels of government to seriously consider training and upgrading for employment.

The onus is on government to work with the Aboriginal communities, with respect to concerns expressed by residents, in order to ensure positive solutions.

Mining jobs are important to the north. Mines must be more open to hiring Native people. It has been proven that Aboriginal people can contribute significantly to the good of the mining industry and this should be recognized and encouraged.

Companies:

In general, the company's Aboriginal employees do not look for long-term employment, although there are notable exceptions. This has been accommodated by offering temporary employment in blocks of about six weeks.

One company which does not currently employ Aboriginal people feels an obligation to assimilate them into its workforce. Their absence is attributed to few applications due, in part, to a lack of conscious effort on the company's part. The questionnaire has triggered this awareness in the company and consideration will be given to employing Natives in the future.

Native people should recognize mineral resources as a source of benefits and be more supportive of the mining industry. They should take a more pro-active role in establishing training programs which would open up opportunities for them.

Paternalistic policies must give way to motivated initiatives.

One company notes that there are many qualified Aboriginal people in the region. In the next 5 years, normal processes will be followed for employment and business contracts. The company has been successful because of its policy of moving from "special" to "normal" or "dependent" to "independent". Strong internal support for this program has always been demonstrated from the President's level.

This small mine has been a leader in the use of Aboriginal peoples in its workforce and in assisting in developing Aboriginal businesses. Some significant credit must go to the local people and their leaders for their approach to education and development. The relationship between the local people and the company has been positive and could be used as an example for future developments.

ADDENDUM A

MINING COMPANY SURVEY
INTERGOVERNMENTAL WORKING GROUP ON THE MINERAL INDUSTRY
SUBCOMMITTEE ON
NATIVE PARTICIPATION IN MINING

Position/Title of respondent:

All information will be **CONFIDENTIAL** (i.e., the source of specific responses will not be revealed in the write-up of this study).
For the purposes of this survey, "Aboriginal" and "Native" both refer to the following populations: Status and Non-status Indians, Metis, and Inuit.
NOTE: Extra sheets may be attached if more space is needed for any of the questions.

1. During 1990, in which mineral-related activities did your company participate?

( ) Exploration
( ) Development
( ) Mining/milling
( ) Other(s) (specify)

If mining/milling:

MINE TYPE:
( ) Open-pit
( ) Underground
( ) Both

MAJOR PRODUCTS:

2. In 1990, how many people were employed directly in each of the following mineral-related activities?

ACTIVITY	**NUMBER OF EMPLOYEES ***		
	PART-TIME *	**FULL-TIME ***	**SEASONAL ***
Exploration			
Development			
Mining/mining			
Other(s) (specify)			

*** If your company had other types of employment arrangements that are not listed above, please provide details.**

3. Has your company directly employed Aboriginal people?

( ) Never **PROCEED TO QUESTION 6.**
( ) In previous years, but not 1990 **PROCEED TO QUESTION 4.**
( ) In 1990

In 1990, how many Aboriginal people were employed directly by your company in each of the following mineral-related activities?

ACTIVITY	**NUMBER OF EMPLOYEES ***		
	PART-TIME *	**FULL-TIME ***	**SEASONAL ***
Exploration			
Development			
Mining/milling			
Other(s) (specify)			

*** If your company had other types of employment arrangements that are not listed above, please provide details.**

4. What are/were the main jobs filled by the Aboriginal employees that were hired directly by your company?

( ) Management
( ) Clerical
( ) Labourer
( ) Trades
( ) Truck driver/Equipment operator
( ) Maintenance worker
( ) Apprenticeships
( ) Site security
( ) Camp worker
( ) Food services
( ) General construction/contracting
( ) Other(s) (specify)

5. In terms of advancement within your company, how would you describe the progress made by the majority of Aboriginal employees (e.g., of all Aboriginal employees who have enroled in apprenticeship or other training programs, approximately what percentage of them has successfully completed the program)?

6. Aside from direct employment in mining-related activities, has your company had any contracts with Aboriginal-owned businesses?

( ) Never **PROCEED TO QUESTION 7.**
( ) In previous years, but not 1990
( ) In 1990

Please indicate the type(s) of business(es) with which your company has had contracts. (check all that apply)

Aboriginal-owned Businesses

( ) Trucking services
( ) Air services
( ) Catering
( ) Line cutting/geophysics
( ) Equipment rental
( ) Guiding
( ) Claim staking
( ) Janitorial
( ) Laboratory work
( ) General construction/contracting
( ) Site security
( ) Other(s) (specify)

7. When contracting, do you have an Aboriginal content criteria?
( ) No **PROCEED TO QUESTION 8.**
( ) Yes
If Yes, please elaborate.

8. Have there been any problems related to the employment or contracting of Aboriginal people at your operations?
( ) No **PROCEED TO QUESTION 9.**
( ) Yes
If Yes, please indicate the nature of the problem(s), and elaborate on the step(s) taken by your company to overcome them.
NATURE OF PROBLEM(S)
STEPS TAKEN TO OVERCOME PROBLEM(S)

9. In your opinion, what are the barriers that prevent the hiring or contracting of Aboriginal employees? Check all that apply.
( ) There are no such barriers **PROCEED TO QUESTION 10.**
( ) Inadequate education
( ) Lack of experience in related employment
( ) Language difficulties
( ) Cost of training
( ) Very few or no job applications received from Aboriginal people
( ) Other(s) (specify)

10. In your opinion, what are the barriers that inhibit Aboriginal people from participating in mining and related activities? Check all that apply.
( ) There are no such barriers **PROCEED TO QUESTION 11.**
( ) Limited access to required education/training
( ) Lack of experience in related employment
( ) Language difficulties
( ) Peer pressure opposed to participation in mining activities
( ) Misunderstanding of application/interview procedure
( ) Union membership regulations
( ) Availability/cost of transportation to and from the work site
( ) Not being informed of job openings
( ) No desire to work in a mine or related operation
( ) Other(s) (specify)

11. What is the minimum level of schooling required for lowest entry-level employees?
Grade:

12. Does your company hire or contract Aboriginal people who are not fluent or literate in English or French?
( ) No **PROCEED TO QUESTION 13.**
( ) Yes

If Yes, does your company provide language training for such employees?
( ) No
( ) Yes
Please elaborate on any other means by which your company accommodates language differences between Aboriginal and non-Aboriginal employees.

13. Are you aware of any federal, provincial/territorial or local programs or services designed to assist Aboriginal people in gaining employment, training, or skills development (e.g., job training or apprenticeship programs)?
( ) No PROCEED TO QUESTION 14.
( ) Yes
If Yes,
a. Has your company utilised any federal programs or services to assist Aboriginal people in gaining employment with your company?
( ) No
( ) Yes
b. Has your company utilised any provincial/territorial programs or services to assist Aboriginal people in gaining employment with your company?
( ) No
( ) Yes
c. Has your company utilised any local programs or services to assist Aboriginal people in gaining employment with your company?
( ) No
( ) Yes

14. Has your company initiated any training, education or skills development programs for Aboriginal people?
( ) No PROCEED TO QUESTION 15.
( ) Yes
If Yes, please elaborate and comment on how successful these programs have been.

15. Is this operation unionized?
( ) No PROCEED TO QUESTION 16.
( ) Yes
If Yes, are there any special provisions in effect, initiated by either your company or the union, to assist Aboriginal people in gaining employment related to the operation? Please elaborate.

16. When advertising job openings or publishing other notices, which of the following does your company employ?

	LOCAL	NON-LOCAL
English/French media		
Aboriginal language media		
Other(s) (specify)		

17. Does your company employ a Native Affairs Coordinator?
( ) No PROCEED TO QUESTION 18.
( ) Yes
If Yes, is the Coordinator located on-site ( ) or off-site ( )?
Is the Coordinator of Aboriginal ancestry?
( ) No
( ) Yes
Please explain the Coordinator's duties.

18. Are there any people of Aboriginal ancestry on your company's hiring staff?
( ) No
( ) Yes

19. Does/has your company hire(d) any Aboriginal employees through an agency or other third party?
( ) No PROCEED TO QUESTION 18.
( ) Yes
If Yes, were all your Aboriginal employees hired through the agency or other third party?
( ) No
( ) Yes
Was the agency or other third party Aboriginal-operated?
( ) No
( ) Yes
Please describe your company's involvement with the agency or third party.

20a. What is the nature of your company's procedure for interviewing potential employees? Check all that apply.
( ) Formal
( ) Informal
( ) Telephone
( ) In person
( ) Other(s) (specify)
b. Which languages are used to conduct the interviews? Check all that apply.
( ) English
( ) French
( ) Aboriginal language(s) (specify)
( ) Other(s) (specify)
c. If conducted in person, where are the interviews held?
( ) Company headquarters
( ) Minesite
( ) Local community/reserve
( ) Other(s) (specify)

21. How would you classify your operation? Check one.
( ) Camp: fly in/out
( ) Camp: bus in/out
( ) Townsite: bus in/out

( ) Townsite: private transportation in/out
( ) Other(s) (specify)

22. Are there special provisions at your operation for Aboriginal employees' practise of traditional pursuits?
( ) No PROCEED TO QUESTION 23.
( ) Yes
If Yes, please elaborate.

23. If your operation is isolated (i.e., bus or fly in/out), what is/are the normal work rotation(s)?
Has/have the work rotation(s) been set to accommodate the concerns and/or traditional pursuits of Aboriginal employees?
( ) No PROCEED TO QUESTION 24.
( ) Yes

If Yes, give details and explain on what basis the rotation(s) was/were determined.

24. Has your company initiated any cross-cultural awareness training for Aboriginal and/or non-Aboriginal employees?

Aboriginal Employees:	Non-Aboriginal Employees:
( ) No	( ) No
( ) Yes	( ) Yes

If Yes for either or both, please elaborate and comment on how effective such training has been.

25. Prior to the commencement of your mineral-related activity, did your company undertake any information/consultation processes with Aboriginal individuals, Aboriginal communities or Aboriginal groups?
( ) No PROCEED TO QUESTION 26.
( ) Yes
If Yes, please indicate whether it was individuals, communities or groups consulted, and the nature of the consultation process(es).

26. Is your company currently undertaking ongoing information/consultation processes with Aboriginal individuals, Aboriginal communities or Aboriginal groups?
( ) No PROCEED TO QUESTION 27.
( ) Yes
If Yes, please indicate whether it is individuals, communities or groups being consulted, and the nature of the consultation process(es).

27. Prior to the commencement of the mineral activity, did your company conduct a socio-economic impact study of the area(s) affected by your operation?
( ) No PROCEED TO QUESTION 28.
( ) Yes
If Yes, please explain the major findings.

28. Prior to the commencement of the mineral activity, did your company enter into a development/socio-economic agreement with government and/or with a local Aboriginal group or organization?

( ) No **PROCEED TO QUESTION 30.**
( ) Yes

If Yes,

a. Why was the agreement negotiated?

( ) Unknown
( ) Mandated by government
( ) Voluntary

b. Who are the signatories to the agreement? Check all that apply.

( ) The community/reserve
( ) The company
( ) Federal government
( ) Provincial government
( ) Other(s) (specify)

c. What are the major obligations of each of the signatories?

29. If there is a development/socio-economic agreement, how effective has it been?

30. Has your company considered or negotiated any business partnerships, joint ventures or other type of financial agreements with Aboriginal people or Aboriginal-owned businesses?

( ) No **PROCEED TO QUESTION 31.**
( ) Yes

If Yes, please elaborate.

31. Please identify the main benefits to your company of Aboriginal participation in your operations. Check all that apply.

( ) No benefits to the company **PROCEED TO QUESTION 32.**
( ) Access to local workforce
( ) Fewer delays/shorter start-up time
( ) Lower operating and transportation costs
( ) Better labour relations
( ) Access to government programs
( ) Nearby sources of goods and services
( ) A cooperative approach to exploration on Aboriginal lands
( ) Better public image
( ) Good business practice
( ) Good bottom line
( ) Other(s) (specify)

32. **Please identify the main costs to your company of Aboriginal participation.** Check all that apply.

- ( ) No costs to the company **PROCEED TO QUESTION 33.**
- ( ) More complex personnel relations
  - ( ) Native Affairs Coordinator
  - ( ) Cross-cultural training programs
- ( ) Delays in start-up due to increased training time
- ( ) Increased government involvement
- ( ) Higher costs
- ( ) Lower productivity due to lack of mining/milling experience
- ( ) Need to translate signs etc.
- ( ) Other(s) (specify)

33. **Please identify the main costs to or concerns of the local Aboriginal community(s)/reserve(s) as a result of your operation(s).** Check all that apply.

- ( ) No costs/concerns have been identified **PROCEED TO QUESTION 34.**
- ( ) Environmental concerns (Please elaborate)
- ( ) Problems with maintaining traditional pursuits
  - ( ) Loss of wildlife
  - ( ) Change of wildlife migratory patterns
  - ( ) Disruption of trap lines
  - ( ) Other(s) (specify)
- ( ) Lack of community involvement in the operation
- ( ) Increased health concerns
- ( ) Increased social problems
- ( ) Other(s) (specify)

34. **Please identify the main factors which would contribute to greater levels of Aboriginal participation in mining and related activities.** Check all that apply.

- ( ) There are no factors which would do so **PROCEED TO QUESTION 35.**
- ( ) Aboriginal communities closer to project
- ( ) Increased education/skill level of Aboriginal people
  - ( ) Increased access to education/training
- ( ) Government policies
- ( ) Government programs
- ( ) Company policies
- ( ) Recruitment procedures of company
- ( ) Union requirements
- ( ) Community understanding of mineral activities
- ( ) Increased opportunity for Aboriginal participation in joint ventures or other investment
- ( ) Other(s) (specify)

35. **If anything has been missed, or if you have any further comments, please elaborate below.**

ADDENDUM B

ABORIGINAL COMMUNITY/RESERVE SURVEY
INTERGOVERNMENTAL WORKING GROUP ON THE MINERAL INDUSTRY
SUBCOMMITTEE ON
NATIVE PARTICIPATION IN MINING

Position/Title of respondent:

All information will be **CONFIDENTIAL** (i.e., the source of specific responses will not be revealed in the write-up of this study).
For the purposes of this survey, "Aboriginal" and "Native" both refer to the following Aboriginal populations: Status and Non-status Indians, Metis, and Inuit.

NOTE: Extra sheets may be attached if more space is needed for any of the questions.

1. **Please identify the geographical area in which people from your community/reserve practise traditional pursuits, and indicate the activities involved.**

2. **Have any mining or mineral-related activities taken place in the area used for traditional pursuits identified in Question 1?**
   ☐ No
   ☐ Yes

3. **Have any people from your community/reserve been involved in mineral-related activities within the community/reserve, in the area in which traditional pursuits are practised, or elsewhere?**
   ☐ Never **PROCEED TO QUESTION 7.**
   ☐ In previous years, but not 1990 **PROCEED TO QUESTION 4.**
   ☐ In 1990
   In 1990, which of the following activities were people from your community/reserve involved in, and where?

ACTIVITY	**IN COMMUNITY/ RESERVE**	**AREA OF TRADITIONAL PURSUIT**	**ELSEWHERE**
Exploration			
Development			
Mining/milling			
Other(s) (specify)			

4. **In 1990, approximately how many people from your community/reserve were employed directly by the company(s) operating each of the mineral-related activities identified in Question 3?**

ACTIVITY	**NUMBER OF EMPLOYEES ***		
	PART-TIME *	**FULL-TIME ***	**SEASONAL ***
Exploration			
Development			
Mining/milling			
Other(s) (specify)			

*** If the company(s) had other types of employment arrangements that are not listed above, please provide details.**

5. What are/were the main jobs filled by people from your community/reserve who were hired directly by the company(s) referred to in Question 4?

( ) Management
( ) Clerical
( ) Labourer
( ) Trades
( ) Truck driver/Equipment operator
( ) Maintenance worker
( ) Apprenticeships
( ) Site security
( ) Camp worker
( ) Food services
( ) General construction/contracting
( ) Other(s) (specify)

6. In terms of advancement within the company(s), how would you describe the average progress made by Aboriginal employees?

7. Aside from direct employment in mining-related activities, did any local Aboriginal-owned businesses have contracts with the mining company(s)?

( ) Never **PROCEED TO QUESTION 8.**
( ) In previous years, but not 1990
( ) In 1990

Please indicate which types of businesses had contracts with the mining company(s). (check all that apply)

Aboriginal-owned Businesses

( ) Trucking services
( ) Air services
( ) Catering
( ) Line cutting/geophysics
( ) Equipment rental
( ) Guiding
( ) Claim staking
( ) Janitorial
( ) Laboratory work
( ) General construction/contracting
( ) Site security
( ) Other(s) (specify)

8. Have people from your community/reserve encountered any problems while employed at or contracted with the identified mining and mineral-related operations?

( ) No **PROCEED TO QUESTION 9.**
( ) Yes

If Yes, please indicate the nature of the problem(s), and elaborate on the step(s) taken by the company and/or your community/reserve to overcome them.

NATURE OF PROBLEM(S)
STEPS TAKEN TO OVERCOME PROBLEM(S)

9. In your opinion, what are the barriers that inhibit Aboriginal people from participating in mining and related activities? Check all that apply.

( ) There are no such barriers **PROCEED TO QUESTION 10.**
( ) Limited access to required education/training
( ) Lack of experience in related employment
( ) Language difficulties
( ) Peer pressure opposed to participation in mining activities
( ) Misunderstanding of application/interview procedure
( ) Union membership regulations
( ) Availability/cost of transportation to and from the work site
( ) Not being informed of job openings
( ) No desire to work in a mine or related operation
( ) Other(s) (specify)

10. In your opinion, what are the barriers that prevent companies from hiring or contracting Aboriginal people? Check all that apply.

( ) There are no such barriers **PROCEED TO QUESTION 11.**
( ) Inadequate education
( ) Lack of experience in related employment
( ) Language difficulties
( ) Cost of training
( ) Very few or no job applications submitted by Aboriginal people
( ) Other(s) (specify)

11. What is the average level of schooling attained by people from your community/reserve?
Grade:
What is the minimum level of schooling attained by people from your community/reserve who are hired by the company(s) referred to in Question 4?
Grade:

12. Is complete secondary education available in your community/reserve?
( ) Yes **PROCEED TO QUESTION 14.**
( ) No
If No, what is the highest grade available?

13a. If complete secondary education is unavailable in your community/reserve, please provide details regarding attendance at facilities elsewhere.
i. Distance from community to secondary school:
ii. Means of transportation used to reach the facility:
iii. Do students have to reside outside the community/reserve to attend classes?
( ) No
( ) Yes
b. How do people from your community/reserve feel about having to travel outside the community/reserve to continue their secondary education?

14a. Is Adult Education available in your community/reserve?
( ) Yes **PROCEED TO QUESTION 15.**
( ) No
If No, please provide details regarding the nearest such facility.
i. Distance from community to nearest Adult Education facility:
ii. Means of transportation used to reach the facility:
iii. Do students have to reside outside the community/reserve to attend classes?
( ) No
( ) Yes
iv. Are students responsible for travel and accommodation costs?
( ) No
( ) Yes
b. Has Adult Education been used by people from your community/reserve to obtain employment related to the mining and mineral-related activities identified in Questions 2 and 3?
( ) No
( ) Yes
Please explain why or why not.

15. Are there any facilities accessible to people from your community/reserve which provide training that may be relevant to employment in mining and related activities?
( ) No **PROCEED TO QUESTION 16.**
( ) Yes
If Yes, what type(s) of training is/are provided?
Have these facilities been used by people from your community/reserve to obtain employment related to the mining

and mineral-related activities identified in Questions 2 and 3?
( ) No
( ) Yes
Please explain why or why not.

16. Are you aware of any federal, provincial/territorial or local programs or services designed to assist Aboriginal people in gaining employment, training, or skills development (e.g., job training or apprenticeship programs)?
( ) No PROCEED TO QUESTION 17.
( ) Yes
If Yes,
a. Have people from your community/reserve utilized any federal programs or services to gain employment related to the mineral operation(s)?
( ) No
( ) Yes
b. Have people from your community/reserve utilized any provincial/territorial programs or services to gain employment related to the mineral operation(s)?
( ) No
( ) Yes
c. Have people from your community/reserve utilized any local programs or services to gain employment related to the mineral operation(s)?
( ) No
( ) Yes

17. Are you aware of any federal, provincial/territorial or local programs or services designed to assist Aboriginal people with business development?
( ) No PROCEED TO QUESTION 18.
( ) Yes
If Yes,
a. Have people from your community/reserve utilized any federal programs or services to develop businesses?
( ) No
( ) Yes
b. Have people from your community/reserve utilized any provincial/territorial programs or services to develop businesses?
( ) No
( ) Yes
c. Have people from your community/reserve utilized any local programs or services to develop businesses?
( ) No
( ) Yes

18. To your knowledge, have any of the companies initiated their own training, education or skills development programs for Aboriginal people?

( ) Unknown **PROCEED TO QUESTION 19.**
( ) No **PROCEED TO QUESTION 19.**
( ) Yes

If Yes, please elaborate and comment on how successful these programs have been.

19. To your knowledge, are any of the identified operations unionized?

( ) Unknown **PROCEED TO QUESTION 20.**
( ) No **PROCEED TO QUESTION 20.**
( ) Yes

If Yes, are there any special provisions in effect, initiated by either the company(s) or the union(s), to assist Aboriginal people in gaining employment related to the operation(s)? Please elaborate.

20. How did your community/reserve first learn about the operation(s) identified in Questions 2 and 3?

Use the following codes:
A The company
B English/French media
C Aboriginal language media
D The licensing process
E Other(s) (specify)

ACTIVITY	**CODE**
Exploration	
Development	
Mining/milling	
Other(s) (specify)	

21. Did the company(s) keep your community/reserve satisfactorily informed about the mining activities identified in Questions 2 and 3?

( ) No
( ) Yes

If No, what should the company(s) have done to maintain information flow?
If Yes, please indicate how this was accomplished.

22. How would you rate the communicative effectiveness of job postings and other notices published by the mining or mineral-related company(s)? Please explain.

23. To your knowledge, have any of the companies made any efforts to accommodate the traditional pursuits of Aboriginal employees and/or cultural differences between Aboriginal and non-Aboriginal workers?

( ) Unknown PROCEED TO QUESTION 24.
( ) No PROCEED TO QUESTION 24.
( ) Yes

If Yes, please elaborate and comment on how successful such efforts have been.

24. To your knowledge, have any of the companies initiated any cross-cultural awareness training for Aboriginal and/or non-Aboriginal employees?

Aboriginal Employees:	Non-Aboriginal Employees:
( ) Unknown	( ) Unknown
( ) No	( ) No
( ) Yes	( ) Yes

If Yes for either or both, please elaborate and comment on how effective such training has been.

25. Do any of the companies referred to in Question 3 employ a Native Affairs Coordinator?

( ) Unknown PROCEED TO QUESTION 27.
( ) No PROCEED TO QUESTION 27.
( ) Yes

If Yes, how many of the companies?

26. Please describe the nature of any contacts that people from your community/reserve have had with the Native Affairs Coordinator(s) identified in Question 25.

27. Prior to the commencement of the mineral-related activity, did the company(s) undertake any information/consultation processes with your community/reserve?

( ) Unknown PROCEED TO QUESTION 28.
( ) No PROCEED TO QUESTION 28.
( ) Yes

If Yes, please indicate how many company(s), and explain the nature of the consultation process(es).

28. Is the company currently undertaking ongoing information/consultation processes with your community/reserve?

( ) Unknown PROCEED TO QUESTION 29.
( ) No PROCEED TO QUESTION 29.
( ) Yes

If Yes, please indicate how many company(s), and explain the nature of the consultation process(es).

29. Prior to the commencement of the mineral activity, did the company(s) concerned enter into a development/socio-economic agreement with the people of your community/reserve and/or with government?
( ) Unknown **PROCEED TO QUESTION 31.**
( ) No **PROCEED TO QUESTION 31.**
( ) Yes
If Yes,
a. Why was the agreement negotiated?
( ) Unknown
( ) Mandated by government
( ) Voluntary
b. Who are the signatories to the agreement? Check all that apply.
( ) The community/reserve
( ) The company
( ) Federal government
( ) Provincial government
( ) Other(s) (specify)
c. To your knowledge, what are the major obligations of each of the signatories?

30. If there is a development/socio-economic agreement, how effective has it been?

31. Have any of the companies considered or negotiated any business partnerships, joint ventures or other financial agreements with Aboriginal people or local Aboriginal-owned businesses?
( ) Unknown **PROCEED TO QUESTION 32.**
( ) No **PROCEED TO QUESTION 32.**
( ) Yes
If Yes, please elaborate.

32. Please identify the main benefits of the identified mineral developments for the people of your community/reserve. Check all that apply.
( ) No benefits to the community/reserve **PROCEED TO QUESTION 33.**
( ) Improving quality of life
( ) Employment opportunities
( ) Training and development of transferable skills
( ) Local business opportunities
( ) Increased cash infusion to the community
( ) Support for maintenance of traditional pursuits
( ) Increased influence on local mineral development
    ( ) Through financial involvement
    ( ) Through regulatory involvement
( ) Improved transportation
    ( ) Air services
    ( ) Year round road
    ( ) Winter road

( ) Less expensive supplies
( ) Improved communications
( ) Other(s) (specify)

33. Please identify the main costs to individuals as a result of their participation in the mineral development. Check all that apply.
( ) No costs to individuals **PROCEED TO QUESTION 34.**
( ) Loss of ability to practice traditional pursuits
( ) Increased health concerns
( ) Increased social problems
( ) Increased family problems
( ) Other(s) (specify)

34. Please identify the main costs to your community/reserve as a result of the mineral development. Check all that apply.
( ) No costs to the community/reserve **PROCEED TO QUESTION 35.**
( ) Environmental costs
  ( ) Water pollution
  ( ) Air pollution
  ( ) Soil/subsurface pollution
  ( ) Other(s) (specify)
( ) Problems with maintaining traditional pursuits
  ( ) Loss of wildlife
  ( ) Change of wildlife migratory patterns
  ( ) Disruption of trap lines
  ( ) Other(s) (specify)
( ) Other(s) (specify)

35. With respect to negative impacts identified in Questions 33 and 34, was the mining company notified?
( ) No **PROCEED TO QUESTION 36.**
( ) Yes
If Yes,
a. Which of the negative impacts identified above were discussed with the company?
b. Did the company attempt to seek a method of mitigating the adverse effects of its operation?
( ) No **PROCEED TO QUESTION 36.**
( ) Yes
If Yes, please elaborate.

36. How do people in your community/reserve feel about Aboriginal participation in mining and related activities?

37. **Please identify the main factors which would contribute to greater levels of Aboriginal participation in mining and related activities.** Check all that apply.

( ) There are no factors which would do so **PROCEED TO QUESTION 28.**
( ) Aboriginal communities closer to project
( ) Increased education/skill level of Aboriginal people
    ( ) Increased access to education/training
( ) Government policies
( ) Government programs
( ) Company policies
( ) Recruitment procedures of company
( ) Union requirements
( ) Community understanding of mineral activities
( ) Increased opportunity for Aboriginal participation in joint ventures or other investment
( ) Other(s) (specify)

38. **If anything has been missed, or if you have any further comments, please elaborate below.**

APPENDIX H

ANALYSIS OF RESPONSES TO QUESTIONNAIRES ON ABORIGINAL PARTICIPATION IN MINING

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1. INTRODUCTION

In seeking to solicit the information and opinions required to meet the study's objectives regarding Aboriginal participation in mining, two separate questionnaires were developed (Appendix G, Addendum A, p. 115 and Addendum B, p. 123).

In particular, the questionnaires sought to identify:

. real and perceived benefits and costs to both companies and Aboriginal people of Aboriginal participation in mining
. real and perceived barriers to the participation of Aboriginal people in mining
. ways in which the traditional Aboriginal lifestyle can be integrated with the wage-based economy, and
. ways that governments, companies, Aboriginal groups and individuals can, or may, take to boost Aboriginal participation in mining.

The wide variety of questions allowed the Sub-committee to analyze and examine some of these objectives. Other aspects of this issue were also brought to the forefront. The majority of the costs, benefits and barriers are fully identified in Appendix G (p. 95).

Four recurring themes were identified through the analysis of the completed questionnaires:

1. The level of Aboriginal participation is directly related to the location of the minesite. It is much more likely that those mines located in remote areas (fly-in/fly-out mines) will be able to attain a relatively higher level of Aboriginal participation than those mines located in or near townsites.

2. The development of socio-economic agreements. Those companies which have entered into these types of agreements have consistently succeeded in having relatively high levels of Aboriginal participation in and acceptance of their operations.

3. Aboriginal people feel that almost all mines could do a better job of communicating with them. Better communications could result in increased acceptance of the mining operation on the part of the Aboriginal people and they may achieve higher levels of employment.

4. While many Aboriginal people have indicated that they are not particularly interested in working in a mine, they are interested in developing businesses to provide services to mines. This represents an opportunity for mines to increase Aboriginal participation even when increased employment is unlikely.

2. MINESITE LOCATION

2.1 Fly-in/fly-out Minesites

Fly-in/fly-out operations[8] have a number of characteristics which were identified as contributing to the level of Aboriginal participation in their operations. These can be regarded as barriers or costs or benefits depending upon the context in which they are viewed. However, the result of these considerations is that fly-in/fly-out operations have a far higher level of Aboriginal participation than townsite operations.

Fly-in/fly-out Characteristics:

. Location

From the point of view of Aboriginal participation, many companies indicated that being isolated represents a benefit to them. Local Aboriginal populations are used to and prefer to live in their traditional areas and are viewed by mining companies as a reliable source of employees. Over time, local Aboriginal communities will represent a ready pool of trained employees. The importance of this trained pool is highlighted by the comment from one operator, which has a longer rotation, that it had "flexed" its employment policy by offering Aboriginal employees more temporary employment for shorter blocks of time. This innovative policy has assisted in keeping Aboriginal employment high.

. Transportation

Because of the remote location of minesites, employees must be flown-in. Aboriginal people represent the closest source of potential employees. Their closer location, relative to other sources of labour, has been identified by the operators as a major cost saving benefit. In some jurisdictions, it is less expensive to provide transportation on small aircraft to a number of nearby locales than on larger aircraft to a more distant pick-up point.

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[8] Those remote operations that use other transportation modes such as a bus are also represented in this paper by the term fly-in/fly-out.

- Work Rotation

  In recognition of the hardship of working in these isolated locations, operators use work rotations whereby the employees spend an extended period at the mine, working increased hours, followed by an extended leave. While these rotations are costly for the companies (with the cost rising as the length of rotations shortens), they were identified as representing a definite attraction for Aboriginal employees. Many noted that the ability to spend longer periods throughout the year away from the minesite (as opposed to weekends for employees of townsite operations) enabled them to earn a living and still practice their traditional lifestyle. A number of companies even offer their Aboriginal employees shorter work rotations over other workers. However, Aboriginal people did identify being separated from their families as one of the major barriers to working in a remote mine.

2.2 Townsite Operations

Townsite operations have very different characteristics from fly-in/fly-out operations, many of which were identified as barriers or disincentives to attaining the same high levels of Aboriginal participation as fly-in/fly-out operations.

Townsite Characteristics:

- Work Schedule

  The work schedule of a townsite operation is a function of the location and the make-up of its labour force. These operations generally work on a forty hour per week, fifty week per year shift schedule. While this schedule is most convenient for the local non-Aboriginal work force, it does not afford Aboriginal employees the blocks of time necessary to allow them to practice their traditional lifestyle.

- Location

  These operations are in or close to populated centres, a definite benefit to the operator who has a skilled labour supply close to the mine. However, it was made very clear by the respondents from the Aboriginal communities and reserves that the necessity to move to these larger communities to work in a mine is a barrier. Reasons identified include the loss of the ability to practice the traditional lifestyle and problems of adapting to a different culture.

. Transportation

Because the cost of transportation both to the mine (in most cases) and back to the home community is borne by the employee, this was identified by a number of Aboriginal respondents as a barrier to their participation in townsite operations.

3. SOCIO-ECONOMIC AGREEMENTS

The majority of fly-in/fly-out operations and some townsite operations have entered into socio-economic agreements designed to ensure the maximum amount of Aboriginal participation. Generally, the mines that have entered into these agreements have a positive relationship with the local Aboriginal communities. However, based upon participation rates, these agreements appear to have been much more effective at fly-in/fly-out operations than at townsite operations. It would appear that the factors identified above have an impact on determining the effectiveness of a socio-economic agreement in ensuring high levels of Aboriginal employment.

4. COMMUNICATIONS

Although many companies stated that they had extensive communications with the local Aboriginal peoples, there was a general feeling among the communities/reserves that companies do not keep them properly informed of what is happening. One respondent stated that the community had initiated contact with the company rather than wait for the company to make the first move.

A number of communities/reserves stated that in the early stages of a development the company did not inform them of what was happening on or near their traditional lands. If the company had informed them of their intentions, the local people would have understood what was happening and would be more likely to support the company at regulatory or public hearings. Opposition by local communities can result in unnecessary delays and costs to the development. At the time the questionnaire was being completed, one community reported that something was happening in the immediate area, but that no report had been made by the company.

Although it is vital that communities/reserves be informed of a company's intentions at an early stage, many respondents indicated that continuation of good communications throughout the life of the project was equally important.

A number of community respondents also indicated that they were not provided with sufficient information about job openings at the minesite. A natural result of this is that a number of companies noted that they do not get many applications. The companies interpreted this as a lack of interest in working in the industry and noted it as a barrier to increased Aboriginal participation.

The lack of communication was also apparent from little awareness by Aboriginal respondents of the broader aspects of an operation such as socio-economic agreements, unions, cross cultural training or company run training programs. It was noted by many Aboriginal respondents that one way to increase Aboriginal participation would be to increase the community's understanding of mining.

5. ABORIGINAL BUSINESS OPPORTUNITIES

Many of the responses from the communities/reserves indicated that although they realized that mining offered the potential for employment, many Aboriginal people would prefer to participate in the industry by providing services through their own businesses.

While all of the fly-in/fly-out operations stated that they had contracts with Aboriginal-owned businesses, less than half of the townsite operations reported such contracts. The desire to be more entrepreneurial provides an opportunity for townsite (and fly-in/fly-out) mines to increase Aboriginal participation.

6. CONCLUSIONS

The main conclusion from the study is that - **IT CAN BE DONE!** Higher levels of Aboriginal participation in the mining industry can be achieved. Companies that have attempted to increase participation have had very positive results. Some communities indicated satisfaction with their level of participation both in direct employment and in providing service businesses.

On the one hand, in fly-in/fly-out operations there are economic incentives for the operators to have a high level of Aboriginal participation. On the other hand, there are definite barriers to townsite operations attaining a high level of Aboriginal employment. However, all mines can seek to increase Aboriginal participation though better communications, socio-economic agreements and increased contracts with Aboriginal businesses.